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[C]OMMUNITY PROJECTS

A DRAFT HANDBOOK

Issued By

[COMM]UNITY PROJECTS ADMINISTRATION
PLANNING COMMISSION
GOVERNMENT OF INDIA

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COMMUNITY PROJECTS

A DRAFT HANDBOOK

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PREFACE

The under-current of life in its essence is the same throughout India. But the external manifestations differ over wide ranges, from people to people, village to village. district to district, state to state and border to border. It will, therefore, be fantastic even to attempt a rigid pattern for the community projects that can apply, in minute details, to all the people. Much more so is it in the case of procedures for implementatation. "The Community Projects,—A Draft Outline" was only an attempt to give a silhouette of the project as it could be visualised, based on our existing knowledge. The hope was that it would be used only as an outline and a point of reference, and that variations would be made, depending on local conditions in each individual project area, based chiefly on the enlightened wishes of the people. The present compilation is likewise being presented in a draft form. It is an enlargement of the Draft Outline and is intended to serve as a point of reference, for all workers engaged in community projects to indicate what the Community Project involves and how to make a beginning in the matter of implementation.

The compilation is the product of the pooled efforts of experts in various fields in the Government of India, in the Technical Cooperation Administration, in the Ford Foundation Organization and also in other non-official agencies. As in the case of the Draft Outline, the present compilation is also expected to undergo a revision when experiences, have been gathered concerning the community projects, during the period of implementation, the present effort constituting only an interim thinking on the subject.

As the name of the book implies it is a draft handbook for the workers in the Community projects. The magnitude of the task visualised under the community Project is stupendous and the activities employ diverse specialities. For obvious reasons an assignment of this nature has to be split up into different heads so that it can be executed with the highest of efficiency possible through specialists in each field. As the subject to be treated is an entegral whole namely *man*, it becomes necessary for all workers engaged on the common task to have a common integrated outlook on the assignment. The hand-book has been prepared accordingly so that it will offer an opportunity to all workers engaged in the Project to have a picture in a nutshell of the whole problem and the whole solution including the assignments of fellow workers. In the actual implementation of the scheme each of the fields covered in this hand-book will be under the charge of a specialist. Apart from the chapter specifically provided for him in this handbook, he will have to consult books published in different parts of the world on the same subject and experiences of pioneers in the same field, if he is to do justice to his assignment and discharge himself as an artist thereon. The Community Projects Administration hope that in due course of time they will be in a position to deal with each of the fields in a more exhaustive manner and publish individual handbooks for each of the field specialists. Till such time, the materials offered in this handbook should enable workers in the community projects to hold periodical open forums based on their actual experiences in the field and checked against these. If one is honest with oneself and if the over-all objective remains undimmed such open forums will more than make up for the deficiencies of this handbook or the absence of more exhaustive literature on the subject.

Whether one is a servant of the Government or a member of the public it must always be borne in mind that India has suffered the ravages of centuries, physical, mental as well as spiritual. She has to be revived, revitalized and rehabilitated on her own moorings and yet in a form as can survive and endure the strains and stresses from within and without, today. Men and natural resources are there in substantially unlimited measures. They have to be tapped and harnessed to optimum use so that India could live again as a community and make her contribution to the pool of the bigger community, the *ONE WORLD*, slowly but steadily in the making.

Time was when one could justify inactivity by taking refuge in the excuse of the alien rulers or the administrative jigsaw puzzle created by them. This no longer avails, for the people have made their own choice

based on the most liberal democratic suffrage that the world has yet to rival. The people's Government is there and the people's administration functioning under it. If the people are good, the Government and the administration also are bound to be good. If the people are vicious, no power on earth or above can save the Government and the administration from being likewise. The Community Project as visualised by the Prime Minister is being offered as a challenge to the people to prove their own mettle, to find their own measures. It is a challenge alike to the administration to prove that they can rise to be the servants of the people in the people's Government of today.

NAUGURAL ADDRESS DELIVERED BY THE PRIME MINISTER AT THE DEVELOPMENT COMMISSIONERS' CONFERENCE ON COMMUNITY PROJECTS ON MAY 7, 1952

"It all depends how you and I and all of us approach this question to consider which you have gathered here. Is it just another scheme of the many schemes—good schemes—that we have, in which we shall do our day's work and leave the rest to consequences, or is it something more than that? Is it something which you will direct from above as Administrator, Development Commissioners, Central Committee, Planning Commission and so on, or is it something in which you will succeed in unleashing forces down below which come right up from our people and do that work? Forces unleashed without definite aims and without proper coordination sometimes may yield good results, sometimes bad. A good lead from the top and a good organisation from the top is obviously necessary and essential and yet it may be completely useless unless those forces are released from below.

"Sometimes I begin to suspect and become a little afraid of these leads from the top that we, including me, are always giving. We have got into the habit of doling out good advice to everybody, to the country, to our people. Nevertheless, my own experience has shown that people who give too much advice are not liked. They irritate. At any rate, it does not conduce, as they would like to, to the good of others or other activities. That is to say, if we function too much from the top without adequate foundations and without that intimate relation with the lower rungs and the foundation itself, we can hardly achieve any great thing. We will achieve something, of course. So the problem becomes one of how to bring about a union of these two elements.

"Obviously it is necessary to plan, to direct, to organise and to coordinate, but it is even more necessary to create conditions when spontaneous growth from below is possible and can take place. I wonder if this Community Scheme is something which is likely to bring about that union, that combination of the top with others—not in the sense of something superior. By top, I mean those who guide, the organisers, and the others are those millions who will participate in it. In fact ultimately there should be no top and no gradations like this. Properly speaking, I should imagine that even the lead, even the organisational lead, should be tossed about like a ball from what is the top to what might be called bottom if

you like; that is to say, even the inception of the community projects should be considered wherever possible by the people who are most affected by it.

"It is not good enough often to sit in our chambers and decide everything according to what we consider is the good of the people. I think the people themselves should be given the opportunity to think about it and thus they will affect our thinking as we affect their thinking In this way, something much more integrated and living is produced, something in which there is a sense of intimate partnership—intimate partnership not in the doing of the job, but in the making of the job, in the thinking of the job. It is true that those of us or those of you who are more trained, who have given more thought to the problem and might be considered to some extent especially suited to that kind of work, are better qualified for thinking out and giving that lead and you do so, but it is equally true that those who may not be specialists but for whom you are working and who ultimately are supposed to work it themselves, unless they feel that mental urge, that trace of the creative spirit in them to think and act, they will not work in the way that we all want to work.

"I do consider that the scheme of Community Projects, is something of very great importance not merely because you can sum up, and write down on paper the material achievements of such a project which I hope will be considerable and good—all the additional food grown, the houses built, schools and dispensaries, better roads, tanks, wells and so on. You can make a list of them and it is pleasing to see that list, but somehow my mind gropes beyond that list to the man, woman or child behind it. The house may be good, but it is the builder of the house that counts ultimately, not the house or even the occupant of the house. Therefore, it is to the builder my mind goes and we want to make the people of India all builders. So, this scheme of Community Projects. appears to me to be something of vital importance not only in the material achievements that they would bring about, but much more so because they seek to build up the community and the individual and to make the later a builder not only of his own village centre but in the larger sense of India.

"Now, how are you going to proceed about it? Naturally, not by vague talk and discussion. One cannot have those plans without a very great deal of careful discussion and I am glad to say that there has been a good deal of these discussions in the last two or three months, and it has borne fruit already to some extent. Yet a slight fear seizes me when I see all this planning and organisation that perhaps we begin to think that all

infinite planning and organisation is the major part of this business. That is, we begin to think, as many of us are apt to, that we sitting in big buildings and big offices are doing the job. We are doing nothing of the kind. We are only indicating how the job is to be done; it is others who will have to do the job. But somehow as things are, the persons who do the job are rather diffident. How to give the initiative to the people in those things? How to bestow them that sense of partnership, that sense of purpose, that eagerness to do things?

"Looking back into my own mind and trying to revive old memories, I remember how at some periods of our existence, both individual and national, we did think that way, we did feel that way and act that way. It is a sense which increases one's stature. While that kind of thing has happened in this country, whether anything similar to it can happen again in our life-time, I do not know. We may not achieve that particular standard because conditions differ and other things happen. Anyhow, I belong to a generation that more or less is fading away and I cannot speak therefore for others who ought to feel that way—the younger generation. But whether we feel that way or some other way, it seems to me quite obvious that if this tremendous task of building up a new India is undertaken, it will have to be undertaken with something much more than with books and statistics, papers and directions, and planning and organisation that we may put into it. It will have to be undertaken with something fiery about it, with that spirit which moves a nation to high endeavour. Well, can the Community Projects be looked at that way? Perhaps I am putting it too high and it is dangerous to put a thing too high because if you do so, you are liable to react the other way.

"I suppose there is hardly a country—and I speak with all deference to other countries—there is hardly a country in the world which has such high ideals as India. And I may add that there is hardly a country where the gap between ideals and performance is so big as in India. So it is a dangerous thing to talk very big and then not go anywhere near your objective—of what you are talking about. Nevertheless, one has to gaze occasionally even at the stars even though you may not reach them and therefore merely to lower your ideals because you think they are two high up, is not right, even though you might not quite achieve those ideals. So, how far can we take this Community Projects out of the scenes of your offices and make it a scheme for living men and women inspired by something worthwhile to do? That is the problem. We measure and calculate rightly and inevitably about the finances of it, about the money

involved and about our resources involved; one has got to do it, one cannot act irresponsibly. Nevertheless, if I may say so, all these are secondary matters.

"The primary matter is the human being involved, the man who is going to work, the man who is going to feel it and translate that feeling into action. Are you going to try to create that type of human being? The human being is there of course: you have only to reach his heart and mind. You can do that, not by doling out advice. Take it from me, do not advice so much: do the job yourself. That is the only advice you can give to others. Do it, and others will follow. Why do you think it is your business to sit in a big office because you are the Development Commissioner and issue orders? If I may say so with all respect, you are no good if you do that. Better go somewhere else and do some other job. Get clear about this.

"Whether it is a Development Commissioner or the Administrator, he must not sit in his office and issue decrees all the time. He must take the spade and dig or do something. No man connected with the scheme who merely sits in his office is good enough so far as I am concerned. That is the only way to give a lead and call upon others to work. If you work, it will make others work. We are becoming a lazy people, especially lazy with our hands and feet, and often enough intellectually lazy too. I regret to say, although it has nothing to do with our present work here that our university standards are going down, and I do not know, if this is not checked, how we are to make good in any big thing later on. However, that is another question.

"I expect, wherever you are in charge, you begin your work every morning if possible with a little manual effort in furtherance of this Community Project, wherever it may be. You must develop this sense of partnership there.

"I do not know what our Development Commissioners or the Administrator has done thus far in regard to the production of leaflets, pamphlets, etc., explaining the schemes. I have seen a pamphlet here. It is in English. It is rather business-like and good. I hope that such pamphlets will be issued in the various languages of India. But much more is required. I want this matter to be explained, not in this business-like way, but in a more human way, so that somehow it may catch the imagination of the people concerned. But what is more necessary is that you, the Development Commissioners, should function in that human way with

those people, should talk to them in a friendly way, get to know what they want, and explain to them what you propose to do, how it is their work, how it is not something imposed upon them from above, not something even as a gift from above, but rather that it is going to be a project of cooperative endeavour, how they will benefit by it, and their children and their children's children will benefit later. See that you get to know them somehow and reach their minds and hearts and invite them to work with you. Not under your command, but with you, so that you gradually form some kind of brotherhood, a fraternity of workers there.

"I speak, naturally, with knowledge of my people to some extent, not of others. I am not reluctant to criticise my people. I just called them lazy and all that. And yet I do believe, quite honestly, that the human material we have in India is very fine, and, given the opportunity, it can achieve big things. How to give an opportunity to this vast quantity of human material that is the problem. You cannot give it suddenly to all, however, much you plan for it. Of course, you must plan for all No planning which is not for all is good enough. But you must always have that view before you, and you must, in a sense, prepare the foundations for the next step for that final aim. And in that ultimately you start a process which grows by itself, if I may say so. You take, today, let us say, 55 Community Centres ; you plan next year to take another 100 or whatever be the number, and so on. You want it to grow, so that in the course of 5 or 6 years you may have 500 or 600 centres or more.

"That itself is a tremendous thing to do, covering as it will possibly a very large proportion of our population. But I was thinking of something slightly different and in addition to it, that is to say, if you have a centre in one place comprising, let us say, 100 villages, what you do there in a concentrated way you percolate to the surrounding villages, areas, towns, etc. If it is too officialised, it will not happen. It will never spread beyond your immediate vision. It has to become something not rigid, but something which has the elements of spontaneous growth in it. And that only comes in when you catch the minds of the people and affect them. Then it grows automatically. There is always a danger—I am myself guilty of it often enough—that by direction and authority we may make a thing rigid, not flexible, making it a kind of a part of official hierarchy. Now, official hierarchies are, I suppose, necessary, no doubt. But with all the good they do, they have a certain deadening influence on anything that is spontaneous or vital. This Community Project will never grow if it is approached in that way. You must always think of that element of pontaneity.

"This kind of project will succeed or fail in the measure that you achieve results within stated periods. There is of course a certain amount of vagueness, when you approach the people. But apart from that vagueness, there must be precision : within this time I have got to do this. That target must be continually before you. And if you do not reach it, well, you fail in that measure.

"Really, what we are committed to is not a few Community Centres but to work for the biggest community of all, and that is the community of the people of India, more especially for those who are down and out, more especially for those who are backward. Backward people are far too many in this country. There is an organisation, apart from the Scheduled Casts and the Scheduled Tribes Organisations, called the Backward Classes League. As a matter of fact, you can safely say that 96 per cent of the people of India are economically very backward. Indeed apart from a relatively handful of men, most of the people are backward. But anyhow, we have to think more of those who are more backward, because we must aim at progressively producing a measure of equality in opportunity, equality in various things. In the modern world today, you cannot go on for long having these big gaps, big distances between those who are at the top and those who are below. You cannot make all men equal, of course. But we must give them equality of opportunity at least. So, I hope that these Community Centres will not merely pick out the best spot, the most favourable spot and help them start, but try to work out the problems of the other spots which are more backward economically, socially and otherwise and thus to gain a wealth of experience of the various types and conditions of India, so that you can tackle this tremendous problem in the best and quickest way possible.

I have great pleasure in inaugurating this Conference."

1. இந்திய கிராமம் கடந்தகாலம், நிகழ்காலம் மற்றும் வருங்காலம்.

VILLAGE EXTENSION WORK

THE VILLAGE PROBLEM

Past, Present and Future

The Past.—India has been in the past, is today, and will, for years to come, be a land of villages—these are 5,50,000 of them in which about 85 per cent. of the people live. Agriculture is the main occupation of the villagers. From the very ancient times, the villagers have worked hard to feed and clothe the people of the land. They have lived in small communities and have had division of labour among them—some read the holy scriptures, some tilled the land, some were the blacksmiths who made ploughs and sickles, the weavers who supplied cloth, the potters who gave utensils and the cobblers, the washermen, the barber and the grocer. Out of this division of work rose the caste system, which later led to the dominance of one group over the other. The villagers lived in harmony, producing all their requirements and each member contributing to the happiness of the entire community. They had their panchayats (a committee of chosen elders) who arbitrated their grievances in a democratic way and maintained peace and order. They made laws and saw that they were observed and honoured by the villagers. But of late the harmonious division of the labour in the community deviated into unhealthy channel. Love for integration gave place to love for power. The collective outlook gave way to the tendency on the part of the individual to dominate his co-villagers economically and otherwise. The system of Revenue Collection introduced by East India Company gave rise to many forms of the Zamindari System which robbed the farmer of his lands and reduced him to a tenant or servant. The other village workers also suffered greatly because the goods brought from outside for the markets in the country competed with them and ruined their skill and artisanship. Many workers gave up their professions. Village life was thus shattered by forces which the villagers could not understand. The villagers became a victim of the consequences of civil wars, external wars, famines, and other catastrophes.

The problems of the villagers in ancient India were simple. Problems resulted when there was a failure of rain and there were no crops.

The Present.—The problems of the villager today are many, varied and complex. It is for the first time, that, with the dawn of Independence the villager, who was a non-entity until a few years ago, is only gradually coming to the realization that he is an important "somebody" in the building of New India. With that awakening, many desires and expectations are being aroused in his mind He hears of "education for all people", but when he wants to send his children to school, there are either no schools in the neighbourhood or the cost is too great for him to pay. Further, by sending his lad of 10 to 12 to school, he not only has to spend money but has to forego the small services the boy will give him in his field, such as drawing water from the well, cutting grass for the cattle, watching over the crops and taking the cattle out for grazing.

Now with the establishment of our own Government, the farmer receives some help and attention. But that help is sporadic and not backed by a sound practical scientific and technical knowledge of the villager's problems, to treat his poverty by eradicating these causes. The villager is sceptical of the Government officials, because of his bitter experiences and memories of the past. Today he is the symbol of poverty in the land.:

The villager hears of group planning and that he also has a part in making decisions for the good of his village, but he is not actually given much opportunity to express his ideas. His long list of problems and grievances pertaining to food, shelter, clothing, education, health, fuel and indebtedness is still untackled. Therefore he has become resigned to "Fate"—the belief that God has created him to suffer always. He is still frightened of his superiors and salutes them out of fear from a distance.

The Planning Commission envisages a time when all mouths can be fed with adequate food—but one of the greatest problems of the villager today is the shortage of food. There is not enough food to go round. This shortage is due to many factors : not enough production, wasteful thrashing, storing and using, lack of means of preservation and lack of knowledge of why foods should be prepared certain ways.

In the villages, sanitation is another great problem. Many villages do not have protected water supplies. Epidemics of cholera, small-pox, measles etc. still take their tolls in human life. Often the villager believes that such deaths are due to the visitations of the evil spirit.

The methods of tilling and irrigating the land are very unscientific and primitive. The use of manure for replenishing the land is unknown

to many. Depending on the wind and rain, the villager becomes a victim of the changeable climates. When his land does not produce what he needs, he borrows money from the village money-lender at terrific rates of interest. Next time his crops are ready for harvest, the money-lender takes the yield away and loans more money. Thus the villager is deprived of his harvest and is eternally in debt. Being uneducated, the villager can be easily swayed by any preaching. Today those who promise the villager food and clothing are alone important. Thus on the election platforms, wherever there have been food shortages, the forces who promised food and other necessities have been looked upon with favour. However, religion and home life are sacred to the villagers. Therefore, any doctrine which is against both will meet with stubborn resistance.

The Future.—Many of the problems of the villagers will be solved if and when the villager is encouraged to assert himself and know that he can help himself. From the indifferent, apathetic and disinterested person as he now is, a new villager, full of eagerness to better his lot, has to be created. This can be achieved only through education—education which is applied, practical and suitable to the villager—education which gives him what he needs.

In contrast to the past, the servants of Government must approach the villager as a friend—one who wants to and will help the villager learn how to make decisions and achieve for himself and his family a better way of life. He must not go to preach but to get down to the level of the villager and create a desire to learn. This can be done by setting an example by his own way of living.

When once village people have found freedom from the pressure of satisfying basic needs, they will be interested in becoming participating citizens in free, independent India. Village people can and will take part more intelligently in the Government and community development, only when they are personally approached, and are sure of their usefulness and welcome in making such moves. Therefore, much work has to be done in the villages. Anyone interested in helping the villagers must go and live in the villages ; show the villagers that he wants to be their friend and then through living examples, help them see how they can improve their lives. Today, the villagers, though politically free, are still in bondage of ill-health, disease and starvation. Whosoever helps them in this struggle will be helping the country. What village people need most today is a village worker who will come to them as a friend. The

village worker does not work as a specialist in any one aspect of agriculture or rural development. He is to be a friend and a guide who helps the villagers weave a pattern of new life in all its angles.

Problems toward which village extension work is directed

The basic problem is that agricultural production is not keeping pace with the ever-increasing population. How to tackle this problem is a part of India's long-range programme.

In the initial Five Year Plan, a programme of intensive rural development has been proposed as the only way in which it will be possible to secure lasting and substantial results in increased agricultural production. Under the proposed programme every State will draw up a programme of work for bringing certain areas, one after another, under intensive development.

In the selected area for intensive village development, the programme of agricultural development has to be a part of a wider programme covering every phase of rural development : programme for *social education*, *village housing*, and *improv ment in the health* of the population are most important. The entire village programme should be to lift the villagers to a higher level of living and organisation and to create enthusiasm for new knowledge and new "ways of living".

In order to carry out such a programme of intensive development the First Five Year Plan provides for the *building up of a rural village extension service.* The village extension worker is to be the most important part of this new way of working with village people. The village worker will be concerned with all the village people, and all the village problems. And the agencies of Government, Agriculture, Health, Education in particular, will join together and help provide the village worker with the technical help needed to help solve village problems.

The real objective of village extension work is to inspire people to want to live better and to want to learn how to make a better living

The village worker can help village people want to live better, and the village worker can help village people learn how to live better. But first the village worker must become a friend of the villagers. The village

people must trust the village worker and they must look to him for leadership and inspiration.

One of the first things the village worker must do, therefore, is to go to the village people as a friend and inspire them to want to live better. To inspire people to want to live better should not be too difficult. Because really every villager wants for himself and his family more and better food, clothing and educational, recreational and health services and facilities. It is also equally true that the cultivators would like to own the land they cultivate,

Once the desire for a better way of life is awakened in the village people the village worker can, if he has the confidence of the people, give them friendly advice and help in learning how to make a better living.

Learning how to make a better living need not be difficult, but it will require the utmost tact, imagination and leadership of the village worker in gaining the confidence of the village people, because really what the village worker will be saying to the villagers is that he can show the people new and improved ways of farming and living. The village worker will have to use all the educational methods he has learned to convince the people that if they believe in him and follow his recommended practices, he can teach them how to do such things as :—

1. how to properly prepare the soil for sowing the seed,
2. how to select seed the best way,
3. how to cultivate the crop for best results,
4. how to harvest the crop with the least loss of grain,
5. how to thrash the grain with the least damage and loss of grain,
6. how to properly store the grain,
7. how to irrigate the land with the least loss of water,
8. how to follow the best breeding practices for cattle, sheep and goats.

The village worker will want to start villagers thinking and to ask: "Are the present ways the *very best* the villager can do?"

Are they the most convenient, economical, productive and profitable? The villagers, with the help from the village worker, will want and can find the answers to these questions. As a friend of the villagers, the village worker will always try to help the village people get the best possible answer to each specific question about how to do something better. It m ay take sometime but the village worker will take that time to get the

best answer. The village worker's job is to get the villagers to think and talk about their problems, needs and desires. More important, the village worker must get them to think how they, the villagers, can help themselves.

The village worker's job is to help all the village people.

The village worker goes to all the village people as a friend. He talks with the village people. He goes to the field with the cultivators, and learns all about how the cultivators prepare the soil for the new crop. He wants to understand about the kinds of seeds cultivators are now using. He asks many questions such as: Where did the cultivators get their present seed? Is the seed pure or mixed? How high are the yields?

The village worker knows that just putting seed in the ground does not mean the cultivator will get a crop. He knows that plants, like people and animals, must be fed and watered. He also knows that each crop takes from the soil important plant foods. He knows that if some of these plant foods aren't put back into the soil, each additional crop will have less and less food to live on. He knows each crop thereafter will be poorer than the previous one.

The village worker knows that green manure crops, compost and fertilizers are important ways of putting back into the soil the foods the growing crop takes from the soil. So the village worker talks to the cultivator about green manure crops. He tells them about compost explaining that compost is made from village waste of all kinds. He explains that there are different kinds of commercial fertilizers. He tells them that Government soil testing laboratories can examine a small handful of soil and tell which particular type of fertilizer should be added to the soil.

The village worker asks about water for the growing crops. He is interested in finding out if the cultivators now have enough water for irrigation. If not, he talks about how water is now used in irrigating the crops. He explains to the cultivators that there are many different ways of getting more water into the soil such as building contours to keep as much water as possible from running off when it rains. He explains about the best ways of irrigation and how tube-wells can be drilled and more water can be brought into the village.

As a friend, the village worker talks to cultivators about all their problems of farming. He asks about their bullocks. He wants to know if they are strong enough to do the work in the fields. He is interested in

diseases among the cattle, chickens, pigs, goats and sheep. He asks about breeding practices to find out if the cultivators are now following the best known breeding practices.

The village worker is interested in all the people. He wants to know if the blacksmith, the carpenter and others have problems, and if they do, he tries to find ways of helping them.

The village worker is just as much interested in the villager's family and village life as he is in the farm. Just as the cultivator has many problems in getting high yields, the family has problems in living. He explains that many health problems and deaths in the village need not happen if the people will keep the water clean. He gets the people to thinking about the many village sanitation ways which help keep people healthy and well.

The village worker wants to know if the children can read and write. If they do not have a school, he finds out if they want to learn to read and write. Then he can help them find a room for a school, a teacher, and books. He works with them to answer this need.

Getting his hands dirty is an important part of the village worker's job. He must not only know how to make a compost pit, he must make or help make one. He must *know* and *do* well every job a villager does. Thus he becomes their friend and teacher.

The village worker always is looking for a village man or village woman who wants to learn how to do something and who will then show some one else how it is done. These people are called leaders. These leaders will help him help other villagers.

The village worker is honest at all times. If he does not know the answer, he will say: "I do not know. I will find the answer and tell you as soon as I can." This is part of the job.

The village worker's big brother constant companion in village work will be the supervisor

The village worker is a generalist and will be helping village people with all their problems and needs. To help all the village people with all their problems and needs is a big job. To help the village worker get answers to the many village problems the village worker will find his big brother, the supervisor, most helpful.

The supervisor will be in day to day touch with a number of village workers. He will also be in a day to day contact with the technical staff on the project. The problems at a given moment of one village worker may have been problems of another village worker the previous week. Because the supervisor helped a village worker meet that problem the week before, he can be helpful in passing on to the village worker with that same problem how another village worker helped solve a like problem.

The supervisor is also the person who helps the project staff help the village worker meet his specific promises and commitments. For example, if the village worker has recommended that the villagers apply a given insecticide at a given time, it will be the supervisor's job to follow through and see that the supplies are where they are supposed to be at the indicated time and place.

The supervisor keeps up-to-date on the village problems. He makes sure that the technical staff knows about all the important village problems. He also requires the technical staff to be practical and have sound recommendations worked out for all the village problems. If the project area does not have the technical help needed to help the village worker, it will be the supervisor's job to take this up with the project director and press for the technical help needed.

The village worker must learn how to get technical help and how to apply the technical help he gets to village problems

The village worker is a generalist. He works directly with all the people in the village. He is interested in all the village needs and problems, His job, therefore, is to help the people see their needs and to want help in making changes.

But since the village worker is a generalist he must have technical people immediately available who can give practical advice and answers to village problems. The technical people will be the ones who will know all about the most recent research findings and what are the best and safe recommendations for given types of problems in the villages.

So that village workers will know the recommended answers for village problems it will be necessary for each project area to make available many technical people; Since village workers will be helping village people on all their problems, the village worker will need technical people

to guide him in helping village people with their problems in agriculture, health, education, co-operation, home-making, village housing, road building, and many others.

These technical people can help the village worker in at least three ways. They can hold regular training meetings for village workers. In these meetings the technical people can learn from the village workers the kinds of problems villagers have in their field. Once they know what the village problems are, these technical people can then tell the village worker what are the correct answers and suggest recommended ways of solving each problem. Technical people can best train village workers if they will use good method demonstrations : actually showing how to do a recommended practice such as vaccinating a person. Technical people can also help village workers by going to the villages with them and seeing the problem as the village worker faces it. This method of help will give village workers increased confidence and keep the technical staff closer to the problems in the villages.

It will also be a great help to village workers to have good literature on the various technical fields. The usefulness of this literature will be judged by the way it is written. If it is written in simple, easily understood way, and makes a direct approach to the problem it will be a great help to the village worker.

Village plans and programmes will differ from village to village

Village plans and programmes are made *after* the villagers tell wha their needs and problems are. *This is most important.* Only after they have told what they want can plans be made with them. The village worker talks with them as individuals and he visits with them in groups. The village worker begins to work with them on what the villagers want to do right now.

The village worker sees other needs to which help must be given. But before a programme is developed, the village worker first gets the villagers to see they need help. This may take some time but time must be taken. No force must be used to get the people to recognize the problem. The villagers must see and ask for help in getting the work done. Only then will villagers be helped in thinking and making their own plans. Only as the villagers want to make the changes will they continue to do it the new way. The village worker as a friend helps the village people do things for themselves. In one village help may be needed in raising yields from

crops. The village worker will work on that. In another of his villages, lack of water for irrigation may be the problem. In still another village, cholera and dysentery sickness problems may need to be worked upon so the villagers will stay healthy and well. The villagers in each village will say what help they need, and so the plans and programme for each will differ.

The villagers tell their friend, the village worker, that they are not getting enough maunds of wheat from their land. They ask him, "*Why* this is so, and can you help us raise more wheat ?" The village worker asks : "What kind of seed are you using ? Where did you get this seed ? How much did it cost ? Are you putting on fertilizer ? How do you prep are the soil ? Why do you want to raise more wheat ?" He will give all the villagers a chance to answer all these que stions and other questions which he thinks about.

Then the village worker, their friend, says : "I will take you to see—(name of man) who last year raised...maunds of wheat. We will go now (or tomorrow). This man will tell you how he did this". The man whom they visit will tell them about improved seed, green manure, and compost fertilizer, preparing the soil, and other things.

If there is no one to visit, the village worker will tell the villagers about improved varieties of seed. He will have some improved seed to show. He will have a poor variety to show and talk about. He will have large pictures to show how tall the improved grain grows and how large the hea ds of grain are. He will talk about preparation of the soil. He will talk about green manure crops and have some berseem clover or sun hemp seed to show also, He will tell them about compost pits, help them build one, and help them put it on the fields. During harvest he will help them measure the yields.

If the villagers say : "We are not strong and healthy. We are always hungry"—then the village worker will ask many questions again. He will find out why they are not strong. The village worker will help them think about why and how they can help get better food. The village worker can help them see that they need to eat more vegetables and fruit. The village worker can help them get the seed, plant it, and show them how to cook it and learn to like it, so their family food can be improved and they will be more healthy. He will use coloured pictures for illustration, he will show seeds, cook the food and eat it, so the villagers can learn from him. He must inspire them.

Other problems will be talked over in a like way.

Ways by which village workers will help the villagers will differ

There is no *one* way to answer all problems. Each village plan is made by the villagers working with their friend the village worker. It is the job of the village worker to keep them interested and working by using many ideas and ways. Whatever plan is used, the village worker must think about it carefully. Some failures are to be expected. The village people work only as long as they see good results. It is very important for the village worker to know that before any method can be effective, the village worker must visit the villages getting acquainted with the people. A new village worker is sure to be looked upon with suspicion by the villagers, so it will take time for village worker to be accepted as a friend. But until he is accepted as a friend, all the methods in the world will be useless. No one can say to them : you must do this.

How will the village worker keep village people interested ? The village worker will use many different methods of creating interest and showing the advantages of improved ways. Some of the more important ways of creating village interest are listed below :—

1. Pictures—large ones.
2. Exhibits—simple, colourful, to the point.
3. Slide films.
4. Motion pictures.
5. Plays, games.
6. Village fairs.
7. Method demonstrations.
8. Result demonstrations.
9. Visits to farms and homes and institutions.
10. Meetings.
11. Radio.
12. Letters.
13. Publications.

No one method will show the way something is to be done. Sometimes all of them must be used to keep the village people doing the job which has to be done. The wise village worker will see and use as many ways as are needed. The more ways used, the more people will try the new practice.

Showing how to do is a demonstration.—Showing "how to do" it will and easily is very important. The village worker, therefore, must know how to do the job very well before he tries it in the village. He must try it alone many times. Only then he will be ready to show others.

The village worker shows *how* to cut fodder, *how* to plough a field, *how* to make a garment, *how* to wash a baby's eyes. Then he will ask the village people to do it just as they saw it done. This is called a *method demonstration*. When the village worker shows how to cut fodder he will take the villagers to the field of fodder. He will show his new sickle. He will show how to cut down the fodder. He will then talk again about the sikle and let the villagers use it. This is one example of *method demonstration*. Village people can also do method demonstrations for others.

To show how to wash the baby's sore eyes, the village worker will measure and heat water over the fire, put in borax acid crystals. The village worker will let this cool. The village worker will show how to put it on the baby's eyes and talk about keeping clean. The villagers will do all this also. This is another example of *method demonstration*.

The village people will *see*, *hear*, *talk about*, and *do* the job. The village worker must, therefore, plan so that all can see, can hear well, and can do the job demonstrated. The village worker will use only those things which village people have or can get. The village worker will tell each step carefully, one thing at a time. He must say them over again many times. The village worker must talk like a friend, he must answer all questions like a friend, he will not argue, he will *show how* a thing is to be done easily and well.

Sometimes it will take a long time to show results of a practice. Using compost on a field will not show its value for some time. Using a green manure crop results will not be seen for several months, may be only at harvest time. Effects of spraying mosquitoes and flies so that village people will not have malaria, cholera and dysentery cannot be seen for months. The result of changes seen after a time are called *result demonstration*.

A cultivator says : "Yes, I will plant a green manure crop and plough it under in this one field." He does this. All the other village cultivators see him plant the green manure crop. They see it grow. The villagers see it ploughed into the soil. They see the new crop planted. They see the good crop at harvest time. They say to themselves ; "Where can I get this green manure crop so that I can have a bigger crop next year ?" This is only one example of a *result demonstration*.

The village worker will try to get village people to try this method. He will ask both rich and poor people. The village worker will try to find village people in each village to try a new practice. Then many, many people can see the results.

The village worker must plan very carefully so that he has time to spend with these leaders. He will start with only one or two so that results will bear very good. He will plan these in places where many people can see and talk. He will find honest, respected village people to help him show others. The village worker will write, talk, and bring others to see what is being done. The villagers will all work together for everyone's well-being.

Visits to the farms and homes of the village people will be made by the village workers

This is an easy way for the village people to know the village worker and for the village worker to know each villager and his family. The village worker will earn the respect and trust of the villagers this way.

The village worker will have a real purpose for the visit. He will visit only at a time the villagers like to have him come to visit. The village worker will visit all families, both rich and poor. He will not visit the same family more often than others. The village worker will visit families in each of his villages.

The visits of the village worker will be to tell about new ideas He will visit those who cannot be told any other way, because a visit is costly in time and in money. He will visit more than one family on the day of the visits. It is important that the villagers know *why* the village worker made his visit. The village worker will always be looking for men and women who can help him show others how to do things. These men and women are called leaders.

This will be coupled with visits from higher officers—not merely occasional flying visits, but earnest serious visits. The night halt is invaluable, for it gives one the opportunity to mingle in a leisurely way with the worker and the village people and to really learn their views, their wishes, their limitations, their progress. It is not too much to say that it electrifies the people and the workers.

Many times the village worker will want to have many people come to general meetings

The village worker will have many general meetings which will become regular events. He can show how something is done to many people at one time. The village worker will answer many questions, let many people talk about what he is doing at the general meeting. If many people talk about the demonstration, many people will try it.

The general meeting should be held where many people can attend. The village worker will think of these things when he plans a meeting:

1. Have village people help the village worker plan the meeting. It is important that village people know why the meeting is being called.
2. Have the meeting in the day time if possible.
3. Have good light, good air.
4. Plan so every one can see.
5. Plan so all villagers can attend.
6. Ask all the family to come.
7. Start on time.
8. Use many ways to show the demonstration.
9. Have supplies ready if needed.
10. Help those families who want to do the work begin the work.

The village worker will visit those families who do the work as often as he has time.

New ideas will be known much quicker if many villagers will tell and show others those things which they have learned

These villagers will show others because they want to help their own people. Those who show others how to do something are called leaders. Leaders among the villagers are not paid for showing their work to others. They do it because of love for others.

The leaders will be village men and women who are respected in the village. Other villagers like them because they are honest and can be trusted. They are good leaders because they know how to do something very well. The village worker will show the leaders how to do new work. The leaders will learn the new work carefully and then show other villagers

how to do it. The village worker will then have more time to help many, many more villagers in more villages. The village worker must test the leader's teaching to see that it is right. The work of the leader must be right or the village worker will lose the respect of the people of the village.

The village worker shows a man or woman how to build a latrine. The village worker works with them. Next day or next week, this man or woman helps others build latrines. Thus the man or woman, helping others is a leader.

The village worker must change leaders for new work to be done so other villagers can be leaders also. The leaders will want to work because they want to help one another.

Some pitfalls of village extension work

Village extension work will not be easy but it will be interesting and give much satisfaction. It is, and will be, one of the most important jobs in all of India. For only as the people in the villages grow and learn to live better will India grow and be strong.

Because the work of the village worker is so important, it is best he knows what some of the pitfalls may be. If the village worker knows some of the pitfalls he may be able to avoid making some costly mistakes.

Pitfall One : Failing to understand the people is a sure way to fail in the village extension project

Remember the village worker must first and last be a friend of the villagers. To be a friend, the village worker must really understand the village people. To understand the village people means knowing their religion, their customs, their family ties, their leaders, their superstitions, their ways of thinking, and the way they arrive at decisions.

Pitfall Two : It will be a great temptation to tell the people what their problems are, instead of helping them see and understand their problems and arrive at the decision that they have a problem

It is generally easy to see what the village problem is as one views it through his own eyes. Remember, the village people are the ones who

must take action and want to change. And unless they see the need for change, little or no lasting change is likely to take place.

Pitfall Three : Giving answers to questions without being sure they have the correct answer is dangerous

If village people are to build up and keep their trust in the village worker, the village worker must be sure that the answers and advice he gives are based on facts and that real proof can be shown.

The village worker must learn that it is no disgrace to say : "I don't know", but to know where he can get the correct information to answer the question.

Pitfall Four : Planning work and not having supplies and tools needed ready for villagers' use will make the villagers lose confidence and trust in the village worker

Having supplies and tools needed for a new practice ready for immediate use is most important. If a promise is made to have them there on a certain day, that promise must be kept. Faith and trust in a village worker's promise is very important if village work is to continue to make India strong.

Pitfall Five : Not wanting to do or not knowing how to do the things that are recommended is a sure way to lose the confidence and respect of the villagers

The village worker must be known among the villagers as one who can do all the things the villagers do.

Pitfall Six : Failing to follow through on village interest is a sure way to lose village interest and have them go on doing things as they have always done them

Creating interest is only the first essential step in getting villagers to adopt a new practice. Once the interest is created, the villager must then be encouraged to want to change. The village worker must, therefore, keep an active interest in a given programme until the villagers have adopted it and understood it to be better than what they were doing.

Pitfall Seven : Failing to get village people to act as leaders will be an error

Only as the village worker gets the village people to show others how to do a good practice can the work go rapidly and spread all over India. The village worker must give the honours to those village leaders for helping others. This recognition may be only a few words of praise for the village leader at a village meeting, but it is most important that it be done.

Pitfall Eight : Making decisions for the people or trying to force or scare the people into accepting a given recommended practice is not democratic extension work

It is quite possible to get the villagers to greatly increase their agricultural production and still fail as a village worker. Increased agriculture production is only one of the objectives of village extension work. Village people must be educated to know they are now free and that being free they are the ones who must decide what they want to do and do the things they do because of their own free choice. They must be taught that once they make a decision, the results of that decision are theirs.

Pitfall Nine : To have three half-hearted demonstrations or four failures are not better than one pucca successful demonstration

A careful realistic time programme should be built up, with the village level worker participating to see how much the village worker really can do and do thoroughly and honestly. In this "build-up" which is really the bed-rock, the foundation of any plan of development, wishful thinking must be eliminated. The time and the ability of the village level worker are limited.

Satisfactions of village extension work

Village extension work can be most satisfying because any worker connected with it will see India grow and grow and grow, in better living conditions, in happiness, and prosperity. The village worker will know that because he is a friend of the villagers:

1. The villagers trust him.
2. The villagers believe in his honesty.

3. The villagers know he will keep his promises.
4. The villagers know he will help them in any way that he can.
5. The villagers can count on his help at any time.

The village worker knows in his heart that he has helped these village people think for themselves, that they can now plan for their own village things which will benefit everyone, and that the villagers feel they are important to the welfare of their own land.

TRAINING OF EXTENSION WORKERS

For the Community Development Projects steps should be taken immediately to select the best possible staff and assign them to the project. The urgency of getting the work in these projects underway at the earliest possible date is so great that the new staff must be trained while they initiate the work.

Training on the job must be the slogan for the first block in each project to be started. This can be done by having a full-time, competent training officer assigned to each development area. The key supervisory and technical staff for the project must of necessity work closely with the village level workers and together find how best to work with villagers in gaining their confidence early and assist them in making needed improvements in agriculture and village practices.

A suggested approach might be for all of the new staff including project officer, supervisor, technical specialist and village workers meeting together in group discussions the first week. This meeting can, if properly organised and conducted, be most useful in clarifying objectives, on formulating some tentative methods of approach and agreeing on patterns of working relationships.

The second week might find the entire staff meeting the villagers, individually and in group meetings, talking over village problems, needs and aspirations. They will find out from the villagers how they feel this new village improvement programme can and should be operated to the best as also most assuredly service the needs of the villagers.

The third week might again find the entire staff working together in group meetings. It is at this time that the staff should begin to formulate an extension programme tailored to meet the needs of the villagers.

Beginning with the fourth week specific staff assignments should be made and work in the projects initiated. The co-ordinated village development programme directed towards helping the villagers help themselves will be a new experience for the entire staff. It is suggested, therefore, that all members of the project staff should engage themselves in village work. Only, as every member of the project staff, village

workers, supervisors, specialist and project officer have village work experience, will they be able to understand the problem and realise the satisfaction of working directly with village people.

To accomplish this :

1. Each multi-purpose village level worker will be assigned responsibility for work in four or five villages.

2. The supervisory technical staff (Agriculturist, Public Health Worker, Educationalist, etc.) will as a *team* be directly responsible for carrying on all phases of the work in *one* village.

3. The project officer, like the supervisory technical staff will be fully responsible for carrying out all phases of the work in one village and in that village function as a multi-purpose village worker.

Once assigned, the staff should start a systematic visit of all villages to *study*, *talk*, *listen*, *learn* and *gain* the *respect* and *confidence* of the *villagers*. From this point forward at least one day each week should be devoted to the entire staff coming together to review their experience, get straight on their objectives and continue to concentrate on staff relationship and follow through. The follow through must be assured. If the village worker needs the help of one of the specialist, for this time should be scheduled. If seed, fertilizer or insecticides are needed to carry out an agreed programme, the project staff should go into action to see that the supplies are forthcoming at the *time*, *place* and in the *qualities needed*.

The project staff should carefully observe the progress of each village worker. Some may quickly grasp the approach and early gain the confidence of the villagers. Other village workers may require some special attention of the supervisory staff. Where this is the case, someone should spend time with those village workers, helping them gain confidence in themselves and develop methods and technique for carrying on the work.

It is important throughout the training to emphasize repeatedly that it is no disgrace for any worker in project the to frankly tell the villagers *he doesn't know* the answer to a specific question or have an immediate recommendation to make for the solution of a given problem. All workers in the project must learn that their job is to find the answers to questions. It is no disgrace to say : 'I don't know but will find the answer and let you know'. It is, however, unforgivable to give the villagers the wrong advice when the correct information is in all probability readily available.

In initiating the Community Development Projects it is suggested that just as soon as the project officers are named, they all be brought together for a working camp for a period of about a month for orientation. This camp of project officers will provide an opportunity for the advisers to Community Projects Administration to meet with the newly appointed project officers and talk over objectives. The camp will also provide a forum to think through methods and techniques of getting the work underway in the projects. As a part of this orientation programme, the project officers might spend sometime studying one or two projects where work similar to that to be initiated has been done in recent years.

It is also suggested that much would be gained if the project technical staff—public health, education, agriculture, etc., also come together in working conferences to learn about objectives and be given help in methods and techniques of doing this job in the community projects. To follow this suggestion, would mean holding separate working conferences for the Agriculturist, Public Health Worker, Educationalist, etc.

Training Centres.— With the assistance of Ford Foundation 30 Extension Training Centres have already been sanctioned in different States by the Ministry of Food & Agriculture of which some have started working. Training in these centres will be immediately practical. In most cases, therefore, training centres will be set up adjacent to a Community Development Project. This will provide ready opportunity for two fully tried and proven training methods: 'learning by working under supervision' as village level workers in the adjacent community development area; and 'study and discussion under the direction' of the training staff.

All the people who are to be trained in the training centres, whether they are later to be project supervisors or multi-purpose village workers, shall 'learn by working under supervision' how to do the village work.

Since the training is to concentrate on methods rather than on the subject matter, training emphasis would include the following:

1. Training would develop skills and methods of understanding the people whom the village worker is to assist.

(a) Since the village worker must function as a teacher, he must understand the adult teaching and learning process.

Specifically, training should in a real and practical way lead to:

i. basic educational principles;

ii. difference between child and adult learning ;

iii. adjustment of methods to the demands of adult learning:

—in meetings

—in conversations

—in letters

—in literature, etc.

(b) If the village worker is to be effective he must know the village organisation.

Specifically training should reveal the importance of and help to understand such things as :

i. pattern of rural India society ;

ii. pattern of rural leadership, including techniques of identifying the real leaders ;

iii. studying the hierarchy of social values.

(The village worker must *understand* what is going on in the minds of the people and in the social groups of the villages where he is working.)

2. If the village worker is to command the respect of the villagers and become an effective teacher, he must himself be able to perform such farm and home skills as : ploughing, milking, sowing, drawing water, cooking, chopping fodder, etc., etc.

3. To become effective teacher, village worker must understand thoroughly the proper use of teaching methods such as results and method demonstrations, meetings, use of films, field days, literacy teachings, group discussions, farm and home visits, etc.

4. To assure that each village worker will know how to plan an extension educational programme for each village, training must give careful guidance in methods and techniques of village programme planning including :

(a) start with the felt needs of the villagers ;

(b) talk with the villagers and come to an agreement on things which will be emphasized during the coming months or year ;

(c) state clearly and precisely what is to be done on each problem included in the programme for immediate emphasis ;

(d) determine for whom or what segment of the population each programme is for ;

(e) select the methods which will be used in getting the attention, and co-operation of the villagers in adopting recommended or improved practices ;

(f) evaluate the results to see if programmes selected for emphasis were the right ones, examine effectiveness of methods and finally determine number of people who adopted recommended practice.

5. Since village extension involves working with people, training should help develop some of the basic human relations skills such as :

(a) show sincerity and interest in the village people ;

(b) be dependable and faithful to the truth ;

(c) have understanding of present customs ;

(d) etc., etc.

6. If good village workers are to come from the training, each trainee must be given *practical experience in a going village programme :*

(a) all adults learn best by doing ;

(b) training in extension methods is most effective when it is problem-centred.

7. Since village workers must help cultivators and home-makers work out the details for improvement practices, training should help each trainee formulate a number of selected improvement practices such as :

(a) how to plant, care for and turn under a green manure crop ;

(b) how to prepare cows for milching to assure sanitary milk ;

(c) how to determine kind of fertilizer needed and method of application ;

(d) etc., etc.

All people who are to engage in community improvement work must understand that the work at the village level is education — therefore, the multi-purpose village workers and project staff must be trained to realise and appreciate as they work with the villagers and other staff members that they are a kind of a teacher.

The test of effective teaching will be in bringing about changed practices "solely by education and without compulsion being involved."

Each training centre shall have facilities for about 100 trainees. Each training centre will have a double training staff so the trainees can be divided into two groups. One group can be getting practical and supervised work experience while the other utilizes the centre's facilities for lectures, demonstrations and discussions. Because of the great demand on the training centres to turn out people and open up new projects, the training period must of necessity be limited to six months. This limited training period will be satisfactory only if there is continuous in-service and follow up training in the development areas.

As was suggested in starting the development projects, it is recommended that just as soon as the training officers for each of the training centres are named, they be brought together in a working conference. This conference should help the training officers understand the overall objectives of the Community Projects and give them assistance in developing practical training methods for use in the training centres. Opportunities to see community development work in active projects should be a part of the conference programme.

Estimated Cost of a Training Centre

A—NON-RECURRING (CAPITAL)

1. Land and Buildings—will be provided by State Governments

		Rs.
2.	Repairs, etc.	50,000
3.	Equipment, plant and material	50,000
4.	Transport equipment	20,000
5.	Miscellaneous	10,000
	TOTAL	1,30,000

B—Recurring

I—*Staff*

	Particulars	Cost per year	Total cost for 4 years
		Rs.	
1.	Training incharge (1)	6,000	
2.	Agriculturists (2) at Rs. 4,000 p.a.	8,000	
3.	Public Health (2) at Rs. 4,000 p.a. . . .	8,000	
4.	Educationalists (2) at Rs. 4,000 p.a. . . .	8,000	
5.	Veterinary Aid (1) Rs. 4,000 p.a. . . .	4,000	
6.	Co-operation and Panchayet (1) at Rs. 4,000 p.a. .	4,000	
7.	Village Housing (2) at Rs. 4,000 p.a. . . .	8,000	
8.	Secretary, Clerks (2) at Rs. 1,200 p.a. . .	2,400	
9.	Stipend, training allowance and other allowances for trainees :		
	(*a*) For Govt. employees 50 at Rs. 50 p.m. each .	30,000	
	(*b*) Non Govt. employees 50 at Rs. 75 p.m. each .	45,000	
10.	Training Aids	3,000	
	TOTAL	1,26,400	5,05,600

II—*Other Charges*

		1st year	2nd year	3rd year	4th year	Total cost for 4th year
1.	Repairs to buildings .		10,000		—	10,000
2.	Equipment and material		20,000		—	20,000
3.	Fuel oil, etc. . .	6,000	6,000	6,000	6,000	24,000
	TOTAL .	6,000	36,000	6,000	6,000	54,000

TOTAL —Non-recurring (capital) and recurring 6,89,600.

NOTE— Out of capital expenditure of Rs. 1,30,000 Rs. 30,000, will be budgeted against Technical Co-operation Agreement and the remaining Rs. 1,00,000 will be provided by the Government of India. The recurring expenditure of Rs. 1,26,400 p.a. on staff will be provided by the Ford Foundation to the following extent :

(*i*) entire expenditure during the first 2 years

(*ii*) one half of the expenditure during the 3rd year

(*iii*) one third of that expenditure during the 4th year.

The balance of this expenditure will have to be met by the State Government to whom the centre has been allotted. The expenditure of Rs. 54,000 on 'Other charges' will be borne by the State Government concerned.

REQUIREMENT OF AGRICULTURAL STAFF

Requirement of

State	Projects already allotted with assistance from the Ford Foundation	Community Projects allotted by the Planning Commission	Total staff required to man all Community Projects and Development Blocks		
			Supervisory staff	Village Level Workers	Total
1	2	3	4		
U.P.	1	6	90	474	564
Madras	..	6	90	474	564
Bombay	1	4+one Block	65	342	407
Bihar	1	4+one Block	65	342	407
Madhya Pradesh ...	1	4	60	316	376
Punjab	...	4	60	316	376
Orissa	1	3	45	237	282
Assam	1	2+Two Blocks	40	210	250
West Bengal ...	1	8 Blocks (in 3 projects)	40	210	250
Hyderabad	1	2+one Block	35	184	219
Rajasthan	...	2+one Block	35	184	219
Madhya Bharat ...	1	2	30	158	188
Travancore Cochin ...	1	2	30	158	188
Mysore	1	1	15	79	94
PEPSU	1	1	15	79	94
Bhopal	1	1	15	79	94
Himachal Pradesh ...	1	1	15	79	94
Saurashtra	...	1	15	79	94
Vindhya Pradesh ...	1	One Block	5	26	31
Ajmer ...	...	One Block	5	26	31
Bilaspur	...	One Block	5	26	31
Kutch	...	One Block	5	26	31
Manipur	...	One Block	5	26	31
Delhi	...	One Block	5	26	31
Tripura	...	One Block	5	26	31
N.E.F. Tribal Area ...	...	One Block	5	26	31
Coorg	...	One Block	5	26	31
	15	46 Projects 23 Blocks	805	4234	5039

Agricultural Staff

To start work on one Block in each Community Project			To start work on the second Block in each Community Project			To start work on the third Block in each Community Project		
Supervisory staff	Village Level Workers	Total	Supervisory staff	Village level workers	Total	Supervisory staff	Village Level Workers	Total
5			6			7		
30	156	186	30	156	186	30	162	192
30	156	186	30	156	186	30	162	192
25	130	155	20	104	124	20	108	128
25	130	155	20	104	124	20	108	128
20	104	124	20	104	124	20	108	128
20	104	124	20	104	124	20	108	128
15	78	93	15	78	93	15	81	96
15	78	93	15	78	93	10	54	64
15	78	93	15	78	93	10	54	64
15	78	93	10	52	62	10	54	64
15	78	93	10	52	62	10	54	64
10	52	62	10	52	62	10	54	64
10	52	62	10	52	62	10	54	64
5	26	31	5	26	31	5	27	32
5	26	31	5	26	31	5	27	32
5	26	31	5	26	31	5	27	32
5	26	31	5	26	31	5	27	32
5	26	31	5	26	31	5	27	32
5	26	31	...	...	...	...	...	...
5	26	31	...	...	...	...	...	...
5	26	31	...	...	...	...	...	...
5	26	31	...	...	...	...	...	...
5	26	31	...	...	...	...	...	...
5	26	31	...	...	...	...	...	...
5	26	31	...	...	...	...	...	...
5	26	31	...	...	...	...	...	...
5	26	31	...	...	...	...	...	...
315	1638	1953	250	1300	1550	240	129	1536

Production of Trained Agricultural Staff

Each existing Training Centre produces—35 persons in 6 months
Each new Training Centre will produce—70 persons in 6 months

State	old type Training Centres allotted	new type Training Centres proposed to be allotted	Trained staff that will be produced every 6 months: In old Training Centre	In new Training Centres	Total	Remarks
1	2	3		4		5
U. P.	1	2	35	140	176	Will cater to the needs of Ajmer and Delhi as well
Madras	..	3	..	210	210	
Bombay	1	2	35	140	175	
Bihar	..	2	..	140	140	
Madhya Pradesh	1	1	35	70	105	
Punjab	..	2	—	140	140	One of the centres will be at Nilokheri under the Administrator, Community Projects
Orissa	..	1	..	70	70	
Assam	..	1	..	70	70	Will cater to the needs of Manipur and NEF Tribal Area as well
West Bengal	1	2(a)	35	140	175	Will cater to the needs of Tripura as well: (a) one of the 2 new centres will be at Fulia under the Administrator Community Projects
Hyderabad	..	1	..	70	70	
Rajasthan	..	1	..	70	70	
Madhya Bharat	..	1	..	70	70	
Travancore-Cochin	..	1	..	70	70	
Mysore	1	..	35	—	35	Will cater to the needs of Coorg as well
PEPSU	1	1	...	70	70	Will cater to the needs of Bilaspur as well
Bhopal	..	1	..	70	70	
Himachal Pradesh	..	1	..	70	70	
Saurashtra	..	1	..	70	70	Will cater to the needs of Kutch as well
Vindhya Pradesh	..	1	..	70	70	
Ajmer	..	..	..	..	..	Training in U. P. Centre
Bilaspur	..	..	...	..	..	Training in PEPSU Centre
Coorg	..	..	..	..	—	Training in Mysore Centre
Kutch	..	..	..	..	...	Training in Saurashtra Centre
Manipur	..	..	..	..	-	Training in Assam Centre
Delhi	...	..	...	..	..	Training in U. P. Centre
Tripura	..	..	..	..	—	Training in West Bengal Centre
N.E.F.A. Tribal Area	..	..	..	..	—	Training in Assam Centre

IRRIGATION

Introduction.—The problem of providing irrigation or effecting drainage to a tract is a fascinating study. The prevailing conditions are so very different that no set rules or code could be laid for adoption everywhere. The present chapter would merely suggest a broad outline on which study of irrigation and drainage problems could be made under certain limitations. This outline could at best be an introduction of the subject to a beginner and may perhaps offer a few thoughts to an experienced irrigation engineer.

Irrigation in Cultivated Areas.—And because the prevailing conditions are so very varying, a most intimate study is essential before any useful proposals can be chalked out. The study must particularly be in respect of the *water availability in the tract.* Also a close observation is necessary of the very minimum *water requirement* for efficient cultivation in the area. Unfortunately, accurate records cannot always be had but, at the same time, the existing irrigation practices offer somewhat clearer indication of both the water availability and the water requirement. Irrigation in India is as old as agriculture. In the absence of any artificial aids, the old agriculturists depended upon their keen observation of Nature and consequent harnessing of the natural conditions to the utmost utility. Their practices, therefore, deserve intensive study both with a view to collecting correct and accurate information about the attendant factors of water availability and water requirement, as also to the probable use that could be made under the peculiar conditions prevailing. Of recent years, self-interest did creep in the maintenance of irrigation works and unfortunately the collective good was lost sight of. The sense of cooperative effort declined and thus tanks were not desilted, irrigation channels were not cleaned and haphazard bunds were put across local streams for individual good, upsetting thereby the regime of the river which ultimately fouled the otherwise satisfactory local drainage conditions. Some of the old works were pretty useful and if a sense of cooperative effort is introduced and utility of emphasis on general well-being is realised. the irrigation capability should increase appreciably. More deterioration of the old irrigation works should not deter the investigating officer from studying the irrigation practices or malpractices. No investigation can be complete without an intimate knowledge of the existing use of the irrigation water.

Irrigation in Newly Reclaimed Areas.—While investigating the irrigation possibilities in any new area that is brought under the plough and reclaimed, one must seriously think over and find out the reasons for no prior cultivation in the tract. Definite reasons can always be found out for absence of cultivation. Generally speaking, this is generally due to either excess of water or absence of water facilities. Thus it is that the river flood and the ill-drainage are, between themselves, responsible for a majority of barren land. No amount of heavy tractor ploughing can permanently get us back the area unless the main reason or the real malady is effectively remedied. Hence in such areas the irrigation engineer has to concentrate and work more strenuously to find out the cause. This is all the more difficult because there are no inhabitants in the locality and there are no existing practices.

Water Availability.—The primary source of water is rainfall. The figure of total annual rainfall and its variations from year to year should be closely studied. Monthly variations are also of significance. For some drainage works the intensity of rainfall has also to be ascertained with a view to designing satisfactory works for disposing of the surplus quantity of rainwater.

A second set of observations need be taken about the quantity of water flowing in the streams and lakes and tanks and a correct record obtained of their seasonal variations. A third source of irrigation water could be the ground-water which in some localities is at present forming a sort of a sub-soil storage reservoir. All the same its seasonal variations must be ascertained and the rate of depletion or replenishment probed into. These three sources of water between themselves should provide opportunity to the irrigation engineer for designing such works which could make available irrigation water for crops.

Water Requirement.—A study of the water availability must be followed by an accurate estimation of the exact water requirement for the crops. Requirement of water may be a permanent feature of the tract. By this is meant an area which has always a deficient rainfall and such temperature conditions which necessitate a permanent irrigation arrangement and thereby assure a continued use for water.

In other localities the demand for water may be seasonal, for example, only in hot weather — before the rains. Winter in such areas may have good satisfactory rainfall for maturing *Rabi* crops. The irrigation water in such areas will only be really required in the hot spell of March to June.

There could yet be another locality where the demand for irrigation water is neither a permanent feature nor seasonal but is occasional. This would mean that irrigation water would be required once in several years and only when the normal rains fail.

The water requirement of crops sometimes overlap with each other, thereby necessitating an irrigation set-up which could cater for the combined peak demand of more than one crop. It may be that this demand does not last for a long period and yet the irrigation arrangement must be of a higher capacity which would not be required to function except during the period of maximum demand.

In some tracts like the coastal areas of Ernakulam in Travancore-Cochin and Sundarbans in West Bengal or the foot-hills of Himalayas, the crops suffer due to excess water and the problem at these places is not of fresh application of water but of efficient and timely removal of excess water. This can be effected by planning an efficient drainage of the tract either with the available ground slopes or in case enough outfall is not available, pumping of the standing water may have to be arranged. Ill-drainage has been responsible for defective cultivation in areas with flat ground slopes. A correctly designed Drainage Scheme can relieve the standing crop of the excess water and thereby assure satisfactory growth.

Possible Solutions.—For meeting the emergent demand of irrigation water it should be necessary to undertake such short term construction schemes which can bring about quick results. Projects involving large storage or major river diversion works take years to complete and require special study in their preparation. The present chapter deals with such irrigation means which can be constructed by cultivators with an expert technical advice. It is important that such schemes are within the scope of maintenance by the cultivators themselves under skilled guidance.

As has been stated in a previous paragraph, the three possible sources of irrigation water are—

(1) rain-water
(2) stream-water
(3) ground-water.

Rain-Water.—Rainfall is heaviest during certain months of the year, hence it is necessary to store the Monsoon water for use during dry months. This storage can be done in tanks which are made by embankments at suitable sites. Proper sluices control the off-take of the stored water from the tank and suitably designed water channels distribute the tank water to the fields. Construction of such tanks should be possible within Rs. 150- per acre of new irrigation that the stored water brings about. It

may, however, not always be possible to economically construct a tank in all areas. For such areas the rain-water could be made use of by constructing small bundies across fields, so that the flow of rainwater is temporarily checked and standing water soaks into the fields for improved cultivation in the following dry months. Cost ot Bundi Scheme of irrigation varies according to the ground slopes available in the area. On a flat slope of 3 ft. per mile the Bundi Irrigation may not cost more than Rs. 75- per acre of irrigation but if the slopes are steeper, the cost may be Rs. 200 per acre for a ground slope of 5 ft. to 8 ft. per mile.

Stream-Water.—Stream water could effect irrigation relief either by flooding its tanks or by its diversion into small off-taking channe's like the PYNSS in Bihar. The scope of flood-irrigation by stream-water is very limited but quite a satisfactory irrigation can be arranged by diverting the stream-water into off-taking channels. Such small stream-water diversion schemes should be able to afford irrigation relief at a cost not exceeding Rs. 150-per acre.

The water of the low-lying streams could further be made use of by arranging manual or mechanical lifting. Lift irrigation as dealt with in a later paragraph under ground-water should apply to lifting from streams.

Ground-Water.—While rain-water and stream-water may not be always a reliable source of irrigation, the ground-water is almost everywhere available for utilisation. In the neighbourhood of dried up river beds it may be possible to construct *Seepage Channels* for small scale irrigation. Such channels may not be economically feasible where the ground-water is deep and the over-lying soil liable to caving. The most popular use of ground-water is however by lifting either from *Open Percolation Wells* or by tapping on tube-wells. Small quantities of water available in Percolation Wells can be lifted by indigenous devices like the leather bucket or the Persian Wheel, but the Persian Wheel cannot lift more than 4,000 gallons per hour of discharge hence mechanical means of lifting have to be arranged where more plentiful water supplies are available. If only the first ground-water is tapped in a Percolation Well the indigenous lifting appliances should suffice. But increased water could be available if the well bottoms of Percolation Wells are deepened either by boring or by blasting rocks. Deeper water layers are thus connected to the top acquifer and thereby render available increased quantity of water. If 10,000 to 15,000 gallons per hour is thus arranged at a Percolation Well, where the lift does not exceed 50 ft., a 5 H.P. pumpset could be installed. Lifting by the mechanical pumpset would be cheaper than lifting water in leather buckets or Persian Wheel.

Mechanical lifting appliances, whether on Percolation Wells or on Tubewells or on lowly placed streams, are econmical where the irrigators are able to efficiently operate and maintain the installation themselves. Where the requirement of lifted water is not all the year round, any special operating staff would render the pumping scheme uneconomical. For a skilled maintenance it is also convenient to have these mechanical lifts in groups instead of isolated water-lifting at distant places. Introduction of water-lifting by mechanical means will be popular in areas where a few people had prior acquaintance with machines, for example, an ex-army personnel.

Note :—The figures given in the chapter only serve to give an approximate idea of the estimate and may have to be modified depending upon local conditions.

HOUSING

The existing housing conditions in the towns and the villages have become very unsatisfactory. It is, however, not contemplated that the existing houses should be removed wholesale and new houses built under the Community Projects. This would be an impossible task to achieve within the resources and the time available for this work. In the circumstances it is proposed to attend to the items which can give reasonable standard of living within the resources and time available at our disposal. The most important works with which the engineers are concerned are :

(1) removing the existing congestion in towns and villages by conservative surgery ;

(2) providing satisfactory water supply and disposal arrangements for water ;

(3) providing basic community facilities ;

(4) providing minimum communication facilities.

The congestion can be removed by pulling down groups of dilapidated structures which are poorly built and where the compensation would be nominal. The persons de-housed can be given land on the outskirts of the village or the town, probably more than the area taken from them may be allotted outside so that it may serve as an incentive for them to leave the existing dilapidated congested area. At most ½ to 1 acre of land will be required per village for this purpose on the outskirts

Regarding compensation, materials like cement, steel, timber for doors and windows may be supplied. Small cash compensation for the skilled labour also may be considered; unskilled labour to be provided by the villager himself for building the new house. The area or areas so opened up should be planted with trees and used as Community Centres. If one or two areas are opened up in a village, this would go a long way to remove the existing congestion and it will be much more economical than embarking on uniformly widening the streets and providing open spaces on the basis of geometric pattern. For this a detailed survey will be required with the specific proposals as to the areas which have dilapidated structures and are proposed to be opened up. The number of persons that have to be dispossessed and the approximate amount which is likely

to be spent on the materials and cash compensation to be given has to be worked out. The development and the allotment of new land on the outskirts has to be considered. This is conservative surgery. Active help of village worker and local leaders will be required for this, as the change should be effected by persuasion gradually and not by force.

Improvement of the existing water supply may consist of clearing or deepening the existing wells, making proper platforms all round the wells to avoid the stagnant pools of water and making proper disposal arrangements probably by allocation of small plot of land, say $\frac{1}{4}$ or $\frac{1}{2}$ acre where vegetables and fruit trees can be grown with waste water. This will not only provide satisfactory disposal arrangements for water but would also be a good place with shaded trees and greenery where women-folk can sit and use it as a community centre. In the beginning the village worker can keep an eye on this and afterwards, it can be handed over to the village Panchayat.

The existing tanks may require deepening and strengthening of bunds. If there are any settling tanks, the old system of removal of silt every year as described earlier should be revived. The farmers can remove silt annually and use it as manure in their fields. Where there are small 'nallas' the possibility of bunding them for storage can be examined as the water so bunded can also be used for irrigation over and above the normal water supply requirements of the town.

Buildings for the schools, dispensaries and residences of the village workers should be modelled and designed on justifiable engineering and architectural principles in such a manner that they are not only cheap but durable, emphasis being on the cost and physiological requirements of the occupants governed by the climate of locality. These houses may perhaps serve as models for the villagers to modify their own houses to provide proper ventilation and other amenities.

The emphasis on cost is not only necessary for the small buildings in the villages but equally necessary for the bigger public buildings in towns also. The Committee of Experts for Building Works appointed by the Government of India have done some useful work in the direction of cost reduction in the building industry in this country. Their final report which is now published deals with all the important aspects which have a bearing on the completion cost of the building and may be referred to with advantage. The important items which would deserve consideration

in case of better type of residential and public buildings would be :

(1) Advance budgeting to give sufficient time to engineers to plan and execute their works

(2) Standardisation of quality of materials and payment by incentives to labour for increasing the productivity.

(3) Rationalisation in standards of accommodation for residential and public buildings.

(4) Economy in space by competent architectural planning and full utilisation of area in residential as well as public buildings.

(5) Functional approach to design of structures, rationalisation in specifications and use of local materials. The modern techniques can be applied with advantage to the production and economical utilisation of traditional materials, which have stood the test of time.

(6) Fixation of ceiling costs, taking into consideration the local rates of materials and labour in different localities for buildings to be put up by Governmental organisations.

(7) Attention to administrative and executive procedure which may include :

(a) sound tendering procedure for awarding works

(b) planning and phasing of works

(c) training of personnel to make them cost-minded

(d) prompt payment to the contractors, if any

(e) resisting the tendency of designing over-safe and therefore uneconomical structures.

The question of Roads will be dealt with under the Roads sub-head but the engineer incharge of Housing can also take up the Roads so that there is no duplication of work.

Where the new towns for the headquarters of the Development Block or the Project Centres are to be built, as far as possible, the land should not be acquired. The fact that agricultural land when it is converted into urban house plots appreciates several times should be harnessed for getting land. The procedure may be that after location of the township is fixed, a proposal be made to the owners of the land of the locality that if they hand over their land to the Community Projects Administration for establishment of a township, they will get 3/8th of 1/2 of land on *pro rata* basis as the house building plot in the proposed township. The percentage

to be returned to the original owner can be fixed after taking into consideration the existing value of the land and the expected prices when the township is built. The plot owner should also pay some development cost say, Re. 1– per square yard for the cost of providing amenities like water supply, roads, etc.

This idea has already been put into practice in building an educational township of Vallabh Vidya Nagar named after Sardar Patel situated 1 mile from his birth place and 3 miles from Anand. The land which the Community Projects Administration receives will be $\frac{1}{2}$ or $\frac{5}{8}$ of the total area and this can be used for roads, parks, open spaces, community buildings and the remnant can be sold to the private people who may want to establish themselves in the new townships. The sale proceeds can go towards the construction cost of the community facilities to be provided in that particular township. A separate block account may be maintained for each township and the money not transferred from one place to the other.

Community facilities like schools, libraries, etc., in the townships can be built with the monitary help of the local rich people if the names of those persons are connected with the institution. This has been done with great success in old Baroda State and Mysore. The philanthropic tendencies of richer people can be harnessed to provide better community facilities to the poorer people.

Whenever new houses are built under the Community Projects whether as extensions to towns or villages and whether by State Governments or private builders, care should be taken that the character of the village or town is retained by designing, planning and arranging houses in appropriate manner. This is a matter of utmost importance if any emphasis is to be laid on the æsthetic side of building and structure. While laying a greater emphasis on production of food care should be taken that this side of cultural and æsthetic aspect of physical environment is not entirely ignored. The question will obviously arise as to who is to judge what is good looking and what is bad looking. It is not merely a matter of individual taste and opinion. The man on the spot no doubt will be required to execute the new plan but the advice of experts is also necessary and will be useful.

For the execution of the projects, in each State, in the first instance, the following organisation is suggested:

One officer of the status of an Assistant Engineer should be earmarked for each project area for the duration of the project period. The question of having one Executive Engineer for projects of the whole State may be considered by the Development Commissioners. The clerical establishment should be kept to the minimum Outdoor help to the Section Officers for survey work should, as far as possible, be requisitioned from the villages where the survey work is to be done. Only one permanent man should be attached to Section Officer for looking after the surveying instruments and his camp in general. This man can also look after the comforts of the Section Officer while he is on survey duty.

The estimate for a village may consist of the following items :

(a) A proper plain table or chain survey of the village.

(b) Proposal for removing the congestion or demolition of groups of dilapidated buildings.

(c) Specific proposal for the housing of the dispossessed including details for development of land on the outskirts and its allotment to the individuals.

(d) Improvement to the existing water supply arrangement, masonry wells tanks or bunds.

(e) Proposals for the disposal of water.

(f) Proposals for community latrines for the children and old persons As for as possible the adults will go to the fields to answer the nature's call.

(g) Estimate for public buildings with site etc.

(h) Proposals for the roads and the culverts.

(i) Proposal for Irrigation Works.

The Section Officer should camp in the village concerned. In bigger villages, if there is a common public building or *a dharamshala*, he can stay there. For smaller villages, a tent may be provided where he can camp. His man should cook for him. He will have camp life during this period. Preparation of estimate of the village after collecting all technical data should, on average, take 8 to 10 days. Scrutiny at the level of the Assistant Engineer and the Executive Engineer should be finished in 5 days and each scheme should be completed in 2 weeks. If this schedule is adhered to, then 15 Section Officers in 3 months can complete 90 villages to start with. This will cover one Development Block. When the work on these 90 villages starts then the investigation on the other villages

should be taken up gradually. The pace of investigation afterwards will decrease as the officers will have to devote more time for the actual execution of the works.

At important centres, a stock-pile for the materials which are not produced locally such as cement, steel, hardware, A.C.C. or G.I. sheets, timber scantlings etc. will have to be kept to be used for the works which are carried out by the administration directly as well as to be issued to the private people who want to build or modify their own houses

Tools and Plants.—The necessary mathematical and scientific instruments required in each State for the Community Projects may be drawn from the State P.W.D. for the Assistant Engineer Incharge of the Projects.

Engineering personnel shall get the jeeps from the pool whenever they require, especially for shifting camps, inspections, etc.

Procedure.—The Engineering Works in the Community Projects Administration are not envisaged to be executed by a parallel engineering organisation in different States. In the interest of economy and smooth working, it is visualised that the existing executive agency in the State, may be the State P W.D. or the Development Board should be utilised for works of the Community Projects.

However, considering the specialised nature of the work and desirability of unification of the control, it is suggested that if possible, for each State at least an officer of the status of the Exective Engineer with his subordinate staff should be earmarked exclusively for the work of the Community Projects. This officer will be responsible for preparation and execution of the schemes to the Development Commissioner of the State. He can however take technical advice of his superior engineering officers in his department but for all practical purposes he will be under the administrative control of the Development Commissioner. If this is not possible due to extensive touring involved from project to project, at least one Assistant Engineer should be earmarked for each project as suggested earlier. This is very necessary. He should look after works of buildings, roads and irrigation in the project areas. Development Commissioner then can deal with more than one Executive Engineer for bigger works depending upon the number of projects in the State. The officers who are taken for the works of the Community Projects may during the initial stages be paid special allowance to attract really good men. This would, to a certain extent, compensate them for the arduous duties which they

will be called upon to perform and also running the second establishment for their families while working intensively for the projects. This allowance may be discontinued as the living conditions improve.

The work load generally should not be more than 8 to 10 lacs per year per Assistant Engineer, considering the scattered and specialised nature of work requiring intensive supervision for planning and economical execution. Where the work exceeds this annual work load, more engineering staff will be required.

The overseers who will perpare the projects will be raw boys from schools and colleges and they will require proper guidance and initial training. The Executive Engineer in the field therefore should get one or two schemes prepared under his direct supervision where all the 20 overseers and the Assistant Engineers should be taken round. These technical estimates should then be cyclostyled and circulated for the guidance of the overseers for the preparation of other estimates. After some experience, ceiling costs can be fixed on unit basis as for example:

(1) Clearing of congestion in one village.

(2) Cleaning, reopening and reconditioning of wells with proper disposal arrangement for water.

(3) Kutcha road per mile.

(4) Culvert per foot span.

Before fixing the ceiling, the engineer at the headquarters shall have to devise ways and means to cut down the costs to the minimum.

Pitfalls.—The necessity of proper planning in advance and preparation of detailed schemes cannot be over emphasised. There can be no adequate financial control unless all the schemes are planned in advance and all concerned are clear as to what is required at each place. Time spent for this initially would help to a very great extent in checking the waste, infructuous work, and ultimate delay. No work therefore should be started without adequate data and proper financial and technical sanction.

The buildings executed with public funds must be durable. They may be simple and cheap where local materials are used, but in no case a temporary structure lasting for a few seasons can be allowed. The cost of a building to the user is the total of—

(a) interest on the initial cost,

(b) depreciation charges, and

(c) maintenance charges.

In an attempt to cut down the initial cost too much, if sub-standard work is done, the subsequent high maintenance and depreciation charges will more than offset the initial economy.

Building put up and maintained by the villagers themselves can on the other hand, be of temporary specifications. In case of the self-built house, the owner, his wife and his children will all take personal care and put in labour for the maintenance of their house. These conditions cannot be reproduced for the public buildings and therefore the standard of construction necessarily has to be better.

Where there is concentration of work, all the materials required for the buildings to be directly put up by the Project Administration should be produced by the organisation itself, as far as possible. These materials will include burning of lime and bricks, churning of concrete pipes for water supply and drainage, hardware, sawing of timber and making of doors and windows etc. Production of these materials can be organised with the help of petty labour contractors.

Petty labour contractors can be used with advantage for construction also, the materials to be supplied by the Project Administration from their materials organisation.

ROADS

Facility of communication is an essential need for all development projects. For community projects, where the work is to be carried out in thousands of villages scattered all over the country, the means of communication in almost all cases, will consist of kutcha village tracks. It will be necessary to improve these tracks as far as possible so that the villages remain accessible throughout the year.

If unlimited funds were available the work of providing allweather roads would be easy. But the cost of providing pucca roads even with the minimum standard *viz.* waterbound macadam (or moorum) surface after raising suitably the formation of the existing kutcha tracks, would be enormous and would exceed the amount that is intended to be spent on all the works envisaged in the Community Projects. In these circumstances, it is necessary to confine the immediate work to the barest essentials and to plan it in such a manner that future improvements can be given effect to as and when more funds become available.

Principles. The following principles should be kept in view. –

(a) Undertake the least amount of work that would make the track negotiable for most parts of the year.

(b) Reserve sufficient width of land for the road in accordance with its final future character.

(c) Improve the geometrics of the alignment at the very beginning. This will generally consist of straightening tortuous routes and easing the curves and gradients.

(d) Select the most suitable site for drainage crossings.

(e) Prevent ribbon development along the roads.

The Plan.—The draft outline plan for a rural community project of 300 villages envisages a cash expenditure of Rs. 11·5 lakh on Roads out of a total expenditure of 65·00 lakh This estimate is based on the assumption that some roads already exist and that for new road works the contribution from the villagers themselves in labour, materials, land, or cash will be available in a substantial measure. The works to be executed are, therefore, to be arranged accordingly, the average share for each village being about Rs. 4,000.

First priority to culverts.—The most pressing work in a village road is the drainage crossings. If the crossings are provided, the villages will, except in areas where the soil is heavy clay, become accessible throghout the year apart from short periods of very heavy rain. An attempt should, therefore, be made to construct all culverts, causeways and bridges that may be necessary. These works generally require expert technical advice and should be executed under the supervision of the State Engineering Department. On an average, one culvert may be needed for each village and may cost about Rs. 2,000.

Specifications.—Since it is not possible to make pucca roads even to the minimum standard, an attempt should be made to improve the existing kutcha road surface by raising the road formation, where necessary, dressing the surface to suitable camber, and draining the sections where water collects. These works can be done by the local labour without use of any new materials. The villagers will be in a position to contribute easily towards the building up of these works and should be persuaded to do so. The Engineering Subordinate employed in the Community Project should direct the villagers in their work and should take technical instructions, where necessary, from the State Engineering Department.

A set of general specifications has been given in Appendix I to suit most conditions. It is based on the general practice followed in the overall development of roads in India. The system envisaged in the Community Project Scheme should, therefore, follow the same pattern.

Since the road surface will remain kutcha, the number of soil will play a very important role in these works. Moorum, Kankar, Kalar and gravelly soils are naturally strong to withstand the normal traffic for village roads. But if the soil consists mainly of sand, silt or clay, it will not be fit to carry traffic in some periods of the year. Sand, when dry and silt or clay, when wet, become too soft for traffic.

Such soil will need stabilisation by the admixture of suitable percentage of (1) clay with sand and (2) sand with clay and silt. The percentage to be used has to be worked out by simple experiments which should be entrusted to the State Engineering Departments. The use of rubbish or ballast will also help in stabilisation in certain cases. The extent of moisture present in the soil, while compacting it, plays a very vital role in the ultimate strength attained by the soil. The figure of "Optimum moisture content" (which is the percentage of moisture in the soil that gives the best result) has also to be fixed by simple experiments which can be easily done by the State Engineering Departments.

If the earthwork on the roads is carried out with soil compacted at optimum moisture content and adequately stabilised, where necessary, the road surface would be found to last better, but the surface will still need constant maintenance. In most cases, it would be possible to judge the suitability of soil by visual inspection. As a rough index for optimum moisture, a lump of soil with the requisite moisture when shaped by hand into a ball retains its shape without crumbling and will not at the same time leave any free moisture on the palm.

The compaction of the soil can be done by power or hand rollers if available, otherwise by hand rammers.

In the rural-cum-urban units there will be some pucca roads which will no doubt be constructed on the lines of the usual specifications adopted for such roads in the area. Such constructions are quite common and so do not need any special mention.

Maintenance.—A kutcha village road will require more frequent attention to maintenance than a pucca road. But the work involved generally will be dressing the surface so as to remove the ruts. This work can be easily done by manual labour or by the help of a locally made wooden drag (diamond type) pulled by one or two bullocks. A mechanical power grader can be very useful, if available.

Encroachments.—The minimum widths for road land, building lines and control lines are given in the specifications at Appendix I. It is necessary to control development on strips of lands on either side of the road land so as to prevent ribbon development. These strips of land are fixed by the building lines and "control lines". The building construction is not controlled beyond the control lines In between the control lines and building lines, the buildings are allowed keeping in view that they do not interfere with traffic. No buildings are allowed between the road land and the building lines. The land can, however, be used for agricultural purposes.

Miscellaneous.—The village roads are generally tortuous as they follow the boundaries of the fields. Such an alignment is very objectionable from the roads viewpoint. A modern road is generally straight for long distances. The straight portions are joined by easy curves to permit ample sight distance. The gradients are also not allowed to be steep. The road system should, not only cope with the requirements at the earlier stages which will generally be limited in the beginning, but should have potential possibilities of being developed as traffic increases in intensity and

volume without the necessity of abandoning the earlier established traffic channel. The alignment of road, therefore, must be so selected as to remain usefull when the road is fully developed in future. The existing alignment of the village roads will need suitable modification which should not be difficult with the co-operation of the villagers.

The site of drainage crossings which will generally have a permanent or semi-permanent structure should be such that can serve the ultimate need for the improved road. A wrong site may not only be inconvenient to traffic, but may cost considerably more in construction of drainage works and its protections. It is suggested that all drainage crossings should be provided after consulting the State Engineering Department.

Typical estimates for roads to suit both the village and rural-cum-urban units have been prepared and will be found at Appendices II and III. As per project estimates, the village unit will need two miles of kutcha road and one culvert. Assuming rates of Rs. 4,700 per mile, and Rs. 2,000 each respectively (as worked out in the typical estimates), the total cost of one village unit will be Rs. 9,400+Rs. 2,000=Rs. 11,400. Taking one-third as the amount chargeable to the project, it will amount to Rs. 3,800.

For the rural-cum-urban unit at the scaled provision of road milage, the cost will be :

5 miles of kutcha roads @ Rs. 6,350 per mile	=Rs. 31,750.
3 miles of medium traffic roads @ Rs. 18,800 per mile	=Rs. 56,400.
2 miles of heavy traffic roads @ Rs. 34,000 per mile	=Rs. 68,000.
TOTAL	Rs. 1,56,150.

Cost of culverts has not been included in the above figures.

NOTE.—The estimates given above are to be taken as suggestive only. In actual practice they may have to be modified to suit local conditions.

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APPENDIX I

SPECIFICATIONS

	Village Units	Rural-cum-Urban Units	
(i) *Classification*—			
(*a*) Kutcha Road	Village Road	Other District Road	
(*b*) Pucca Road	do.	...	
(*c*) Medium Traffic Road	...	Other District Road	
(*d*) Heavy Traffic Road	...	Major District Road	
		Other Rd.	*Major Rd.*
(ii) *Land width*—			
(*a*) Normal	50 ft.	50ft.	80ft.
Range	40—60 ft. (40ft. dry areas 60ft. wet areas)	40—80ft.	80 – 100ft.
(*b*) Buildings lines	80 ft.	100 ft.	160 ft.
(*c*) Control lines	100 ft.	120 ft.	300 ft.
(iii) *Speed suitability in M.P.H.*—			
(*a*) Plains	20	30	40
(*b*) Hilly regions	15	20	25
(iv) *Radii for curves*—			
(*a*) Plains : Ruling minimum	300 ft.	500 ft.	800 ft.
Absolute minimum	150 ft.	300 ft.	500 ft.
(*b*) Hills : minimum	45 ft.	60 ft.	60 ft.
(v) *Section*—			
(*a*) Formation width :			
In plains	16 ft.	24 ft.	24 ft.
In hilly areas	14 ft.	22 ft.	22 ft.
(*b*) Height :			
In dry areas	1 ft.	1 ft.	
In wet areas	2 ft.	2 ft.	
(*c*) Side slopes	2:1 ft.	2:1 ft.	
(vi) *Surfacing*—			
(*a*) Kutcha roads	Stabilised earth where necessary	Stabilised earth where necessary	
(*b*) Medium traffic	Moorum or gravel		
(*c*) Heavy traffic	Waterbound macadam		

APPENDIX II

Typical Estimate for roads in Village Unit

Rs.

(*i*) *Road :*

1 Earthwork (average height 1·5 ft. for dry and wet areas) @ Rs. 25per 1,000 c. ft.

$\frac{5280 \times 19 \times 1{\cdot}5 \times 25}{1{,}000}$ 3,762

2 Stabilisation : Assuming one third length requiring to be stabilised in 4 inch thickness with 30 per cent. admixture, soil brought from a load of 2 miles (in full 16 ft. width)

Transport charges @ Rs. 50 per 1,000 c. ft.

$1/3 \times 5280 \times 16 \times \frac{4}{12} \times \frac{30}{100} \times \frac{50}{1{,}000}$ 141

Consolidation and—Watering @ Rs. 6 per 100 c. ft.

$1/3 \times 5280 \times 16 \times \frac{4}{12} \times \frac{6}{100}$ 563

	704
Say . . .	700
Total .	4,462
Add 5 per cent. contingencies .	223
	4,685

say Rs. 4,700 per mile

(*ii*) *Culvert :*

Cost of 4 ft. span (average culvert @ Rs. 400 per r. ft.). . 2,000

APPENDIX III

Typical Estimate for Roads in Rural-cum-Urban Unit

(i) *Kutcha Road*—

1. Earthwork in Embankment @ Rs. 250 per 1,000 c. ft.

	Rs.
$5280 \times 1.5 \times \frac{25}{1,000}$	=5,346
2. Stabilisation as per village unit . . .	700
	6,046
add 5% contingencies . .	302
	6,348

say Rs. 6,350 per mile

(ii) *Medium Traffic Road*—

(13 ft. width with 6″ gravel, kankar or moorum) ,, topping @ Rs. 30 per 100 c.ft.—	Amount Rs.
$5280 \times 13 \times \frac{6}{12} \times \frac{30}{100}$; ; ; ;	=10,300
Rolling . . . say ; ;	=1,000
Raising berms and other Misc. items . .	=500
	11,800
5%	590
	12,390
Add cost of earthwork and Stabilisation as per (i) above	6,350
Total ;	18,740

say Rs. 18,800 per mile

(iii) *Heavy traffic road*—

(4½″ metalling over 6″ soling)

Metal $5280 \times 12 \times \frac{4.5}{12} \times \frac{40}{100}$; ; ;	=9.504
Moorum $5280 \times 12 \times \frac{1.25}{12} \times \frac{30}{100}$; ; ;	=1,980
Rolling $5280 \times 12 \times \frac{4.5}{12} \times \frac{10}{100}$; ; ;	=2,376
Total ;	13,860 per mile

say Rs. 14,000

Berm falling

$$2 \times 5280 \times 5\tfrac{1}{2} \times \frac{6}{12} \times \frac{40}{1,000} \quad . \quad . \quad . \quad =1,161$$

say 1,200

Total .	15,200
Add cost of earthwork and stabilisation as per (i) above	6,350
Add cost of soling as per (ii) above . . .	12,390
Total ;	33,940

Say Rs. 34,000 per mile

NOTE :—The estimates given in this chapter are suggestive only. In actual practice they may have to be modified depending on local conditions.

EDUCATION

Introduction

The provision for the right type of Education, both at the child level and the adult level, is basic to the success of the whole idea of Community Projects development. One of the distinguishing characteristics of this Scheme is that it attempts to find and strengthen its roots in the life of the region and to win the whole-hearted co-operation of the people for whom it is meant. Without such cooperation, even the best of schemes, backed by all other necessary resources, will wither as soon as the external pressure is removed. This has actually happened in the case of many similar schemes that had been tried in the past, generally on a less ambitious and organised scale. The best and most effective way to win popular cooperation is through developing in the project areas a sound system of Education which will create the outlook and attitudes required for carrying on this work on the basis of personal initiative and self-help. Such education will obviously have to cater not only for the children of school-going age but also for adults, so that on the one hand, they may be able to shoulder the responsibility for carrying on the work of the different schemes of development and, on the other hand, as educated parents ensure that children take the fullest advantage of the educational facilities that are provided. In order to achieve this purpose, it would be necessary to do two things :

(a) to ensure that the provision made is adequate to meet at least the minimum necessary educational needs of the area, and

(b) to reorganise education in such a way that it is closely related to the psychological and material requirements of the people concerned.

So far as the quantitative provision of education is concerned, it is proposed to expand the existing facilities in these areas so as to bring into school about 40 to 50 per cent. of the children between the ages of 6 and 14. Secondly, the existing centres of Social Education should be developed further where they exist and new ones should be established where none exist at present in order to ensure that during the next five years as large a proportion of the population of these areas as possible receives the minimum amount of Social Education necessary for efficient citizenship. So far as improving the quality, the content and the type of Education goes, it has been agreed that the most suitable pattern of edcation, particularly for the rural areas, is

Basic Education which is closely related to the activities and occupation of the people and is directed towards training them in efficient and co-operative work. The general pattern of this education has been worked out in theory and tried in practice for about a decade now and it has proved to be, on the whole, a distinct improvement on the traditional type of education. It is proposed, as part of the plan of education in the Community Project Areas, that all existing schools be converted into Basic Schools and the new schools to be opened should so far as possible, be schools of the Basic type. In the field of Social Education, as explained later, emphasis is to be laid not merely on literacy, but also on developing in the people proper habits and attitudes towards health, hygiene, public sanitation, civic and social problems and creating a dynamic impulse for the improvement of economic and social conditions. In this way education given in schools and social education centres will become an active and direct ally of the work being done in the other fields of activity within the Project Areas. The emphasis which has been rightly laid in this scheme as in all other schemes of the Planning Commission, on the arousing of public enthusiasm and co-operation, can only become a living fact, when education makes people conscious of the great field of work that lies ahead of them and how they can themselves contribute to the improvement of their own living conditions. As Basic and Social education in the larger sense of the word would be geared to this end, it can be reasonably hoped that, in due course, the villagers will come to appreciate the real significance of education in their life and the implementation of these schemes will not offer any insuperable difficulties.

In order to achieve the object in view, it would be necessary to select the personnel for this work very carefully and, so far as possible, to find teachers as well as supervisory staff, who not only possess sound educational ideas and the right kind of educational experience but are fired by something of the spirit that actuates a true missionary. They should be able to visualise the relationship of their own special work to the larger framework of social effort which is being carried on through the various departmental activities and thus link up the two integrally. In the following paragraphs of this chapter, the necessary financial and administrative details of the scheme of school education have been tentatively worked out for the convenience of the workers concerned. These are not meant to be final or prescriptive, but they will give the workers an idea of the scope that is proposed to be covered and the organisation to be set up for implementing the educational base of the Community Projects.

In the Community Project, it is proposed to make necessary arrage-ments for the following :—

(i) proviston of free and compulsory education of the Basic type for the age-group 6-11 during the first 3 year plan with the objective of raising the age level to 14 as soon as possible ;

(ii) provision of a certain number of middle (Senior Basic) Schools :

(iii) provision of better educational facilities in the existing High School (if any) ; and

(iv) provision of social education and library services.

With regard to the last item, *i.e.*, the provision of social education, which has to be integrated with social welfare work, a separate chapter discusses this problem. Tentative details of the programme of work with regard to the first three items are discussed below :

Present Position

At present in the rural areas, the educational facilities for free and compulsory primary education are not at all adequate. The methods and quality of teaching, the curriculum, school-buildings and equipment—in fact the whole system of education—need a great deal of improvement. The following statistics with regard to the present educational situation are assumed as the average for the purpose of working out a programme, but actually for any project (or block) actual details will have to be worked out on the basis of careful survey, and the necessary modification made in the estimates.

(i) On a general estimate, in an average area of 300 villages with a population of about 2 lakhs, the following is the distribution over the age-groups :—

Age-Groups	Males	Females	Total
6-14	20,188	19,012	32,200
14-17	6,077	5,723	11,800
The rest	77,735	11,265	1,49,000
Total	1,04,000	96,000	2,00,000

(ii) The likely existing facilities—again on the average basis—in such an area have been estimated to be as follows :—

Type of school	No. of schools	No. of pupils	No. of teachers	Average pay per teacher	Expenditure per school	Total annual expenditure
			Rs.	Rs.	Rs.	Rs.
1. Primary school	85	6,000	170	30	1,100	93,5[illegible]0
2. Middle school	5	600	25	42	3,600	18,000
3. High school	1	370	13	74	17,000	17,000
Total .	91	6,970	208	146	21,700	1,28,500

(iii) *Quality of Instruction*—The present system of education has been severely criticized in recent years. It is generally agreed that unless primary education is intelligently related to the vital needs and interests of children as well as to the life around, it is largely a waste of effort and resources. That is why it is proposed to provide Basic Education in the Community Project Areas and to employ carefully trained teachers to work in them. Basic Education may be generally defined as a suitable form of education for children in which the teaching of all subjects is co-ordinated with some central craft and stress is laid on the promotion of social and productive work usefull for the community.

Planning of education in the area.

The broad objectives which should be kept in view in planning education in the Community Development Projects may be stated as follows:—

(i) to relate education to the social and economic life and needs of the area and develop it in such a way as to further the growth of the community;

(ii) to provide such personnel as would be useful for the total work of the project, including social welfare and social education, etc. This would require that the teachers selected for schools in the area should be so trained that they will be able to work as "multi-purpose men";

(iii) the educational programme in the Project Area should be so designed that it should have significance not only for the particular area in which it is being worked out but also serve as a model for the contiguous areas and other part of the State; and

(iv) local enthusiasm and support has to be enlisted in establishing new schools, improving old ones and in enrolling as large a number of pupils as possible in the schools. For this purpose, the existing resources must be properly utilised and co-ordination between various departments working in the Community Project established.

The following plan of action is proposed :—

(i) provision must be made under the normal Plan of Educational Development in each State from the beginning for training a sufficient number of teachers in principles and methods of Basic Education in Basic Training Colleges ;

(ii) the existing primary schools should be converted into Basic Schools and in doing so the full co-operation of the local community should be secured. If there are some schools which cannot be converted into Basic during the period of this plan for financial or administrative reasons—i.e. either because sufficient funds or sufficient trained teachers are not available—they should at least provide for the introduction of some suitable craft and become "craft-bias" schools, so that later they may be more easily converted into regular Basic Schools ;

(iii) a full Basic School should normally consist of 8 classes for children of 6 to 14. In the first instance, however, during these three years, the new school to be estabished will cover the age-group 6-8 and those converted will be 5-class schools covering the age-group 6-11. It should, however, be understood that as early as possible, all such schools will develop into full fledged Basic Schools with 8 classes ;

(iv) where compulsion does not exist during the period of the Plan an attempt should be made to secure the largest possible enrolment with the object of introducting compulsion at the next stage ;

(v) at the Middle School level, the aim should be to develop gradually at least 5 existing Middle Schools into Senior Basic (8 class) Schools. Here also, local co-operation must be obtained and the parents educated to appreciate the value of Basic Education ; and

(vi) the High School cannot at this stage be converted into a Post-Basic School, because it is only after children have passed through a full Basic School that they can be admitted to a Post-Basic School. Moreover, the pattern of Post Basic Education is still to be decided. To begin with, therefore, what can and should be done is to provide for the teaching of crafts—specially agriculture in rural areas—in such High Schools. States may also plan for a multi-purpose High School with special emphasis on Agriculture wherever possible.

The Targets :

Briefly, our targets under this scheme will be:

(i) to convert most of the existing Primary Schools into Junior Basic Schools;

(ii) ultimately to raise all schools to 8-year full-fledged Basic Schools;

(iii) to increase the number of school-going children of 6-14 age-groups from about 7,000 to 15,000 in 5 years, and to about 13,000 in the first 3 years;

(vi) to open new Junior Basic Schools that may be necessary and to provide accommodation for the proposed increase in enrolment; and

(v) to improve the Rural High Schools.

Priorities :

Since the funds available under this head are strictly limited, certain priorites have to be laid down. As local conditions and the actual provision of educational facilities will vary from one part of the country to another, suitable adjustments will have to be made in the details as well as the actual implementation of the programme as envisaged here which lays down a general pattern on an "average" basis. To begin with, in view of the limited financial resources available, it is proposed that out of the total number of schools

(i) at least 55 Primary Schools be converted into Junior Basic Schools:

(ii) about 28 new Junior Basic Schools to be opened;

(iii) 5 Middle Schools be converted into Senior Basic Schools; and

(iv) 1 High School be improved by expanding the library and providing equipment and material for craft instruction.

A small provision has been made for meeting part of the capital expenditure on new buildings. It is expected, however, that every effort will be made to enlist local labour and donations and thus reduce the cost of the buildings and release increased funds for the actual conversion of ordinary schools into Basic Schools, so that the progress towards the target of converting all schools into Basic may be quicker than can be definitely envisaged in the programme at this stage,

The establishment of new training schools, if necessary, and expenditure to be incurred on the training of teachers will not be a charge on this fund, as this will be met out of the normal budget of the Education Department or its general plans of development.

Financial Implication of the Programme:

A. *Conversion of Primary Schools into Basic Schools:*

The conversion of Primary Schools into full-fledged Basic Schools will naturally be spread over a longer period of project operations. Assuming that there are at present on the average 85 schools in the area of 300 villages, it may not be possible to convert all of them immediately into the Basic type for financial as well as other practical considerations. In this programme, it is proposed to select not less than 55 schools for conversion.

On an average, it may be assumed that a rural Primary School contains about 70 students and 2 teachers each drawing about Rs. 30/- per month and involving an annual expenditure of Rs. 1,100/-. The conversion of the school into Basic type will involve the following steps:

(i) *Provision of Basic trained teachers and additional staff:*

Untrained teachers will be progressively replaced by trained teachers and the existing staff will be given an opportunity to acquire training. In the first year work will be started by transferring two suitably trained teachers from other schools to the selected schools in this area and two untrained teachers in service or two newly engaged teachers will be sent for training. After training, these teachers will join the school starting with a salary of about Rs. 70/- p.m. and the total expenditure will amount to Rs. 1,680 p.a. In the third year in the same way, there will be the cost

of additional teachers when new teachers are sent for training. Thus the estimate of the expenditure on the salary of teachers for the first 3 years, will be approximately as follows :—

	1952-53	1953-54	1954-55	Total
	Rs.	Rs.	Rs.	Rs.
Pay of additional teachers	...	1,680	1,680	3,360

(ii) *Capital Expenditure:*

An all-out effort must be made as already pointed out to enlist local co-operation and to secure not only land and building, but also free laboure and donations to extend and improve the existing school buildings. A provision of Rs. 2,000/– has been made as Government's contribution towards the cost of building and Rs. 1,000/- towards initial equipment.

(iii) *Recurring Expenditure .*

The recurring expenditure for a Junior Basic School for items other than those mentioned at No. (i) above, would be about Rs. 1,000/-, (roughly about Rs. 2,000/- per class in a five-year Junior Basic School). Thus the total expenditure on a Basic School would work out as follows :—

	19 2-53	1953-54	1954-55	Total
	Rs.	Rs.	Rs.	Rs.
1. Pay of additional teachers(2)	–	1,680	1,680	3,360
2. Capital expenditure				
(a) Buildings.	2,000	...	...	2,000
(b) Equipment	..	500	500	1,000
3. Recurring	..	1,000	1,000	2,000
TOTAL	2,000	3,180	3,180	8,360

Cost of converting 55 Primary Schools into Junior Basic Schools will be:

1952-53	1953-54	1954-55	Total
Rs.	Rs.	Rs.	Rs.
1,10,000	1,74,900	1,74,900	4,59,800

Of the total expenditure of Rs. 4,59,800 Rs. 1,65,000/- will be non-recurring and Rs. 2,94,800/- will be recurring.

B. *Opening of new junior basic schools*

The new schools will be started with one class from the 2nd year onwards when the trained teachers would be available. The period that will be required before these schools become full-fledged would extend beyond the period of project operations. Provision has been made for one trained teacher in the 2nd year and two in the third year. It is expected that the necessary buildings would have been completed by the end of the first year mostly with the voluntary contribution from the villagers. A modest sum of Rs. 15,000/- has also been provided as Government's contribution towards the cost of the building. Provision has been made for a recurring expenditure of Rs.200/- per year for each class. Thus the total expenditure on a new school for the project period would work out as follows :

	1952-53	1953-54	1954-55	Total
	Rs.	Rs.	Rs.	Rs.
1. Pay of teache : :	..		,	2,520
2. Non-recurring expenditure.				
(a) Buildings . .	1,500	..	–	1,500
(b) Equipment : .	..	200	200	400
3. Recurring Expenditure .	..	200	400	600
TOTAL :	1,500	1,240	2,280	5,00

Cost of opening 28 junior basic schools will be :

1952-53	1953-54	1954-55	Total
Rs.	Rs.	Rs.	Rs.
42,900	34,720	3,840	1,40,560

C. *Conversion of 5 Middle Schools into Senior Basic Schools*

The Basic craft in these schools would be generally speaking Agriculture, as the over-all Project of which educational development is a part— is meant to bring about intensive agricultural development. Other crafts such as spinning and weaving should be introduced wherever possible. A Rural Middle School usually consists of 8 classes and may be taken to have an average roll of 120 pupils and 5 teachers with an annual pay-bill of about Rs. 3,600/-. The conversion of these schools into Senior Basic

Schools will involve the following items:—

(i) *Provision of Basic trained teachers :*

In the first year the headmaster and four additional teachers will have to be trained (if necessary) for each school. Of these one teacher will be for agriculture, one for subsidiary craft, like spinning and weaving, and one for community work. If these teachers can be made available by transfer, the conversion can start in the first year of the programme. Their salaries will have to be suitably revised and an approximate idea of the additional cost to be incurred on this account is given below. This is based on the assumption that the starting basic salary of a fully trained teacher will be Rs.75/. p.m. though the actual figure may vary from State to State. Similarly, the salary of existing teachers will have to be up-graded after their training which, under the general scheme of the State Education Department, will have to be met out of the General Education budget. The cost of the salary of the additional teacher is given in the statement below :—

	1952-53	1953-54	1954-55	Total
	Rs.	Rs.	Rs.	Rs.
Pay of 4 additional teachers @ Rs 75 P. M.	..	3,600	3,600	7,200

(ii) *Capital Expenditure :*

On the basis of approximate estimates Rs. 12,500/- will be required on an average as capital grant for Senior Basic school. Actually some schools may require only expansion and improvements while others may have to be built. Here again, local co-operation should be secured for the purpose as envisaged in the case of Primary Schools.

(iii) ***Recurring Expenditure :***

Rs. 10,000/- is estimated as annual recurring expenditure for a Senior Basic School. Of this, about 70 per cent. cover the salaries of the staff which has been accounted for under (i). 30 per cent. of the total expenditure *i.e.* Rs. 3,000/– will have to be provided for contingencies etc. on craft material in addition to the existing provision. This may be distributed as follows.

1952-53	1953-54	1954-55	Total
Rs.	Rs.	Rs.	Rs
..	2,500	3,000	5,500

So the total cost of conversion of 1 Middle School into a Senior Basic School will be as follows :—

	1952-53	1953-54	1954-55	Total
	Rs.	Rs.	Rs.	Rs.
1. Pay of additional teachers	..	3,600	3,600	7,200
2. Capital expenditure	5,000	..	..	5,000
3. Recurring expenditure	..	2,500	3,000	5,500
TOTAL ...	5,000	6,100	6,600	17,700

The cost of converting 5 schools will be as follows :—

1952-53	1953-54	1954-55	Total
Rs.	Rs.	Rs.	Rs.
25,000	30,500	33,000	88,500

Of the total expenditure of Rs. 88,500/-, Rs. 25,000/- will be non-recurring and Rs. 63,500/- will be recurring.

D. *Improvement of the Rural High School*

The cost of improvement will naturally vary with the existing facilities. Generally, Rural High Schools have no good libraries and reading rooms and, therefore, it is necessary to supply suitable reading material and equipment in the form of books, magazines and newspapers. Again, to give a practical bias to education and to provide an outlet for students' practical aptitudes and interests craft instruction will be introduced and necessary equipment and material supplied for the purpose.

The cost of effecting these improvement spread over two (or three) years, according to local circumstances, will be as follows :—

1952-53	1953-54	1954-55	Total
Rs.	Rs.	Rs.	Rs.
2,000	4,000	4,000	10,000

Summary of Estimates :

Necessary local re-adjustment will have to be made with reference to all these estimates, but for the whole programme of introducing the Basic type of Education, the following is a summary statement of expenditure for the next 3 years :—

	1952-53	1953-54	1954-55	Total
1. Conversion of 55 Primary Schools into Basic Schools	1,10,000	1,74,900	1,74,900	4,59,800
2. Opening of 28 new Basic School (junior)	42,000	34,720	63,840	1,40,560
3. Conversion of 5 Middle Schools into Basic School	25,000	30,500	33,000	88,500
4. Improving a Rural High School	2,000	4,000	4,000	10,000
TOTAL ..	1,79,000	2,44,120	2,75,740	6,98,860

The estimates of expenditure, which are based broadly on estimates framed by the Bihar Government, do not take into account schemes of Social Education, Community Centres and library services discussed in the chapter on Social Education which are to be co-ordinated with the Basic Education programme, but are discussed in the following section.

Besides, it may be pointed out that the experiments with regard to the productive aspect of Basic Education have shown that wherever Basic Education has been efficiently worked with faith in this aspect, it has yielded encouraging results. This is evident from the report of the Committee appointed by the Ministry to survey this aspect and considered by the Central Advisory Board of Education at its meeting held in March, 1952. However, the economic results of stressing this aspect (with due regard to educational consideration) will not be clearly perceptible within the first two or three years of the scheme, although it is necessary that this point should be kept in view from the outset.

Results :

The results which are likely to be achieved as a consequence of the implementation of the above programme would be as follows :—

The number of pupils provided in any Project Area is 7,000 in round figures, i.e., about 18 per cent. of the population of the age-group 6-14. The programme envisages a provision for about 13,000 pupils at the end

of 3 years, it means 30 per cent for the age-group 6-14 as a whole and about 45 per cent. for the age-group 6-11. This could be increased further by expanding and developing the remaining 30 Primary Schools Additional finances for the purpose will have to be raised locally and local enthusiasm utilised for the purpose of improving buildings and getting additional equipment. It should be possible in certain areas to enrol a much large percentage of the student-population of the age-group 6-14 during these 3 years if fullest use is made of all the available resources. It is also possible to establish new Primary Schools either of the Basic type or, if unavoidable, of the ordinary type with some craft teaching as suggested earli er, in order to create a general atmosphere of educational activity and awakening throughout the region.

SOCIAL EDUCATION

IMPORTANCE

Social education implies a comprehensive programme of community uplift through community action External aid may be there but only to stimulate and if need be, assist not to replace community effort. The importance of such a programme is obvious for it will not only make our limited resources go a long way but built up a self-reliant nation.

MOTIVATION AND PURPOSES OF SOCIAL EDUCATION

Purposes grow out of motivation, which, with adults, is supplied by strong inner or social compulsions, which they encounter in the course of life. Besides simple curiosity, inner compulsions, are manifest in desires for new experiences, new skills, better jobs ; for learning to get along with others and for formulating wise opinions on current issues. Social compulsions are desires to associate with others, to get together to solve community problems or exert political pressure, or to understand and shoulder responsibilities of democratic citizenship.

So expressing motivation, the purposes for adults education emerge from experience, by way of problems which adults without educational experience are unable to solve. To succeed, therefore, adult education must involve solution of problems. It must be organised with reference to problems ; its content must include practical implications and applications of fact involved; and its method must be built around individual needs and lead to individual satisfaction in terms of skills, capacities and understanding.

The purposes of adults tend to fall into four categories, which in actual situations may be found in a variety of combinations.

1. **The Acquiring of Skills.**—In the teaching of skills important element is practice ; so provision of opportunity for practice is a proper method. Strong tendency to repeat mistakes emphasises that skill must be taught to the learner in such a way that he will not commit mistakes. The added advantage of this method is that the learner may experience satisfaction immediately (be begins learning).

2. **Acquiring Knowledge.**—The best way is reading. However, information may not be availabe in the form in which it can be so utilised,

necessitating creation of materials which can be used Dispensing information by means of lectures is seldom profitable. Adults' interest is focussed on how knowledge can be used; the teacher should spend his efforts at this point in give-and-take situation, in which he can be sure each adult obtains, what he seeks. One means to achieve this end is the use of Group Method. The group is a close-knit body brought together by a common need or interest. It might be a group of new mothers interested in the health and care of their babies or it might be a group of farmers waiting to know about the prevention of soil erosion. The multi-purpose man would bring this group and a voluntary specialist together for a few hours. He would introduce the topic and begin a discussion which, later, would be taken over by the individuals in the group. In this way, personal doubts would be clarified, and the group as a whole would feel the elation that comes out of participation. As a result, the conclusion reached here would take deeper roots than if the same facts were learnt out of a book.

When rarely the knowledge is sought for its own sake, lectures may be justified but should be followed by questions and discussion.

3. **Development of Understanding.**—This involves difficult and baffling problems, such as learning to live with the people, with social, economic and political forces, and with scientific and technological development in a great variety of settings from family to international relationships. Preconceived ideas and lack of factual knowledge add to the difficulties. Opinions must be exchanged and examined on a basis of mutual respect and essential facts and a fair-minded consideration of their meaning and implications must be sought.

4. **Organising for Co-operative Action.**—Frustration of adults is widespread; it arises from their inability to do individually anything about things affecting their life and welfare of their families. Interdependence and complexity of modern life demands organised action by groups. Hence the most socially significant contribution of Adult Education can be to promote organisation and use of groups. This is a thing that can be learned, not taught. Therefore, the better course is to help people to develop group organisation in terms of real problems and assist them to study their problems and work out plans for action and then carry them through.

Present Position.—On the whole, programmes of social education in the country are on a modest scale and mostly confined to literacy and recreation. People are apt to find the former somewhat dull as it is

unrelated to their daily life. Whatever friendliness recreational programmes evoke is allowed to run to waste as it is not canalised into constructive channels by any solid follow-up work.

Apart from official agencies there are some private agencies which are doing very good work in the field of social education in a number of places. Their self-sacrifice has its appeal. There is room however, for more scientific methods and improvement in resources.

The Approach.—The first principle that should govern the approach to Social Education is that we must help and mould existing agencies so as to make them effective before creating any new agencies. Therefore, the Social Education approach must permeate all programmes of State aid. We must begin by befriending the people and beginning with their felt needs, slowly and unobtrusively broadening their base, thereby evoking for every ounce of State aid a pound of popular energy.

Secondly, the limited experience must be co-related at every step to wider and wider concepts, not only deepening thereby the interest in the immediate little activity but also preparing the individual to participate in the wider national life more effectively. The working of a co-operative, for example, should prepare people to participate in the working of a democratic State.

Thirdly, there should be the closest integration of the various activities condcuted in a locality so that the forces of friendship and good-will released by one activity immediately recognised by the villagers as good or pleasant can be utilised for winning their co-operation for activities requiring more strenuous effort or whose usefulness is not so immediately apparent. The presence of a multipurpose man, provided for elsewhere, will help this integration. The areas, 5 to 6 villages, allotted to him is such as can enable him meet, understand and befriend the people. Whenever the latter are in trouble for anything they know whom to approach. The village level worker is the keyman from all points of view including that of Social Education. The question of his training, is therefore, crucial.

Fourthly, it should be our endeavour to increase the effectiveness of private agencies operating in the area by helping them with resources, offering training to their personnel, providing technical advice, etc. The activities of non-official bodies may be co-ordinated by a branch of the Bharat Sevak Samaj operating in the area.

The Programme.—It would appear that because work is to be done as far as possible through existing agencies whose capacity would differ and as we have to start with felt needs and proceed further only as the awareness of those needs expands, it would not be one common programme but varied programmes that would be conducted in different Project Areas. It is true to some extent. But in practice there would be broad uniformity not only in one project area but in all project areas as everywhere there is the need for improved agriculture, better health, community organisation, literacy, etc. The agencies at the mass level will be mostly the school teacher, the village level worker and the private agencies which may exist or may be fostered. The village level worker must be trained in the human side of his work while the teacher of Basic Schools will be trained not only in teaching the three Rs. mass psychology and mass approach but also in problems of agriculture, veterinary, co-operation, etc. In a sense he will also be a multi-purpose man. The State should help to train workers of private agencies also on these mult-purpose lines. So in actual practice the programme of Social Education will have to deal with practically common problems everywhere and all the agencies will be so trained as to be capable of handling them.

In the light of the above the following broadphasing of the Social Education programme is suggested :—

(i) *The organisation of an economic activity co-operatively sponsored and conducted.*—The precise nature of this activity may vary in different localities but agriculture would be a common activity in all cases as increase of agricultural production would be a Priority No. 1 task in these areas. The degree and nature of co-operation will again vary depending upon local needs and the degree of preparedness of local people. Apart from the fact that co-operatives of their mere working provide excellent education to the participants, by pooling together the resources of a number of people they make for their more effective use and thus ensure economic gain which catches the imagination and ensures sustained interest of the masses. State aid should be channelled through a co-operative where one exists. This will not only make the task of reaching State aid to the people easier but also encourage the movement for co-operatives.

The co-operative activity, however, should be handled as an educational project so that its potentialities for building up the human material are fully exploited. Knowledge should be orally co-related to every process following the technique of basic Education.

The co-operative activity should be started by a trained worker provided by the State or any other agency that might be sponsoring Social Education work in any locality. The worker becomes the nucleus for a **Community Centre,** with the co-operative economic activity as its first concern. Hereafter it will go on developing with the development of the resources and organisational strength of the community. Where a co-operative already exists the task of the worker will be to transform it into an agency of Social Education.

Community Centers are an essential part of Social Education and as such organisation of Community Centres and different types of activities in them should form a part of the programme of Social Welfare Work.

(ii) After we have stimulated the interest of the adults in education by enabling them to utilise the fruits of knowledge we should put in their hands and at our command an instrument by which we can rapidly increase the sphere of our activities and the people can be made more self-reliant in acquiring knowledge. In the absence of modern mechanical audio-visual aids in any adequate measure literacy is the most powerful instrument we have for spreading new ideas. Therefore, our next item should be to make people literate. After imparting the knowledge of the alphabet, it is essential to enable the adult to pass quickly to reading and understanding written language embodying ideas recognised by him as interesting and useful The reading material that we give to the neoliterates should contain the knowledge they have already tasted. That will also make understanding easy. The use of the local dialect, too, will assist comprehension. That, however, necessitates local production of reading material. In order to keep the cost within reasonable limits, a news-sheet locally printed may be used. It would be advantageous if a number of co-operatives co-operate for the purpose ; and the same news-sheet serves a much larger area. The news-sheet must find its own finances. it can become the means of carrying more and more "prescription, for improvement" to the people. That will keep up their interest and they will always be ready to pay for it. At a later stage the State can help with libraries to the extent its resources allow. The libraries from a nucleus for post-literacy work. As it is evident, the object of Social Education is not only to impart knowledge of the three Rs. but offering opportunities to all adults to widen their horizon of understanding of life as such, and fulfil their duties. For the achievement of this objective Library Services are essential for the growth of the community. It will stimulate self-help if these libraries are lent preferably to those

co-operatives who have to some extent helped themselves in providing education for their members.

(iii) After we have stimulated interest in knowledge and developed and put into the hands of the masses an instrument for furthering that knowledge people should be led on to more difficult things. Health may be taken up next. Such health activities as can be given an economic turn, *e. g*., the preparation of compost, of manure from night soil, etc., and these health problems whose solution is so sought after by the villagers that they are prepared to pay for them, should be taken up in the first phase. The existing activities of the Health Department do not effectively reach the masses at large on account of inadequate financial resources and the personnel. An attempt should be made to organise health education and health services co-operatively. The health education programme ought to be organised and phased in terms of the particular problems of the area of operation.

There is no end to adult education and as the capacity of the masses to help themselves increases more and more activities can be added. The full contents of a minimum Social Education programme would comprehened skills of thinking and communicating, *i. e*., literacy and the art of speaking and listening; vocational skills; domestic skills such as preparation of food, care of children and the sick, etc; skills used for self-expression in art and craft; health education in regard to personal and community hygiene; knowledge and understanding of physical and natural processes; knowledge or understanding of the human environments, *i.e*., economic and social organisation, law and Government, the development of qualities to fit man to live in the modern world; and last but not least spiritual and moral development.

The above is a plan in broad outline and shows points of emphasis in each stage. It by no means precludes other activities which might be necessitated by circumstances or effective wishes (so that they pay for the programme) of the community as a whole or of a particular group.

Recreative programmes, for example, which are highly important but which have not been mentioned above, should be organised side by side but only to the extent to which resources of the community can be mobilised for the purpose. Here it is necessary to stress the importance of our cultural programmes like the 'bhajans', the 'Kirtans', dramas, folk-songs folk-dances, etc., which are inexpensive, depend entirely on local

recourse, involve the co-operation of the community as a whole and provide opportunities for self-expression. Film shows by mobile vans may also be provided but due to their heavy cost they cannot be provided in any adequate measure. Moreover, unless integrated with the programme of development going on in an area, their use is strictly limited.

Side by side with the above intensive programmes the area of operation which will be limited to the immediate vicinity of a trained worker, extensive work will be carried on in this area of influence, which may be 10 to 15 villages, by less trained and voluntary agencies, like students of senior classes of Basic Schools and those of the Post Basic School, under his guidance. Youth Clubs, Women's Clubs, Children's Clubs, Farmers' Clubs and so on will be organised, each built round the predominant instinct of its members. Later on subtly and unobtrusively more and more useful items can be introduced through them. That will also serve to raise the leaders in each group, through whom the worker in the intensive area can maintain contact with every section of the surrounding area. Ideas developed in the intensive area can easily be passed through those leaders to the community in the entire area of influence. Later on each group can be joined with other similar groups in other parts of the Project Area so that the various clubs lead to youth organisations, women's organisations, etc., which can in time be linked to and derive help from similar all India organisations. There should, however, be no undue hurry as very early linking of this sort may sweep these groups off their feet and prevent them from growing their roots thoroughly in the soil. Wherever possible, regional short and intensive camps of these leaders must be held. The leaders themselves must provide their maintenance, the State or private agencies providing the organisation and training. These camps will enable Social Organisers to guage the capacity of each leader and know what reliance can be put on him for future work. So not only will experiments on the model of those conducted in the intensive area be repeated as stated above, in the area of influence, but by the time the project staff is withdrawn it will have brought into clear relief a set of leaders who will carry on and develop the work already started.

Selection and Training of Workers.—Although the majority of the workers will be those already in the field in one capacity or the other whose outlook only will have to be re-oriented, yet we will require a certain number of picked men to provide guidance and tone to the others in community organisation. In each basic unit 7 community organisers have been provided for—6 for the 300 villages, with 50 villages in charge

of each, and the seventh to co-ordinate their work. As the qualities of personality, initiative, resourcefulness, leadership, spirit of sacrifice and service, simple and intelligent living are more important than mere academic qualifications, a new system of selection will have to be evolved. Their training also should be very thorough and should consist of improved methods of agriculture, animal husbandary, one or two of the important cottage industries of the area concerned, principles and organisation of co-operatives, organisations of simple recreational programmes, organisation of community centres, etc. Their training should be organised at the extension headquarters in conjunction with the training centre for Basic Teachers that has been proposed to be opened at the extension headquarters.

The other agencies will be (i) school teachers, (ii) village level workers, (iii) various officers working in the Project Area and (iv) workers of private agencies. Regarding those teachers who are undergoing training, training in Social Education work should be compulsory for them while short and intensive training camps should be organised for other teachers. The training of village level workers, as already stated, should include initiation into the human side of their work, mass psychology, mass approach, community organisation, management of group techniques, keeping track of files, etc. Training facilities should also be offered for workers of private agencies. Higher officers should be given a re-orientation course, so that they develop an integrated outlook which will not only enable them to guide the workers with sympathy and understanding but even make for better inter-departmental co-operation, upon which really the success of the entire work in a project area hinges.

Devising Suitable Machinery.—In regard to devising a suitable administrative machinery it is mostly a matter of making existing agencies more effective and better co-ordinated rather than setting up any new agencies. This will involve the following steps :—

1. All facilities should be provided at the Basic Training Centre to teachers so that they are trained as first class Social Education Workers. By tradition the teacher enjoys an unrivalled position of respect among the rural community, and through the children maintains the closest relationship with them. Hitherto as education was altogether unrelated to the life of the rural community he could not offer any sound advice on their daily problems. The Basic pattern of education however, removes that handicap and if his training is

thorough and the school is provided with land and other equipment, it can become an excellent nucleus of a socio-economic extension service. The country can offer no better agency which can penetrate more deeply into the village than the teachers. The use of teachers as Social Education workers is a very fruitful line of exploration and should be tried on an extensive scale in the project areas. If this agency is properly developed it may render the stationing of village level workers superfluous. Production-*cum*-training centres for cottage industries should be opened in conjunction with basic institutions.

2. While the potentialities of the Basic Teacher as an agent of Social Education are being tested and developed the village level worker should be stationed in a school where one exists. In this way under his guidance even ordinary schools may begin to make some contribution, which will also prepare them for ultimate conversion into basic school.

3. Regarding non-official agencies, as already stated, they may be induced to organise themselves into a branch of the Bharat Sevak Samaj.

4. There will be 6 community organisers, as already mentioned, each in charge of 50 villages. They will make use of, help, guide and co-ordinate the activities of all agencies working in their area. The 6 community organisers will be under the guidance and control of the Chief Community Organiser.

PROGRAMME OF SOCIAL WELFARE

The chief objective of the community development programme is to carry out the physical reconstruction of an area and the development of its economic life; and at the same time achieve the social reconstruction of the community. The task of social services within a community area therefore is not merely to carry out a number of social service programmes and activities, but also to co-ordinate the social programme to the economic programme. A conscious, organised community can deal with economic problems more effectively, whereas a community which has not realised the meaning or importance of economic activities will merely carry out orders of the officers ; and therefore the result of their endeavours will not be of a lasting nature, and the activities will not be carried out when an external agency is not on the spot to guide the community in its efforts. Social services within the community development projects must concentrate on the development of a small close knit, homogeneous community which is imbued with a spirit of co-operation, and with a zeal to enthuse the worker not only for the benefit of certain groups or sections, but of the community as a whole.

Whilst executing the various welfare activities it is possible to aim at creating a healthy social structure which will efficiently achieve the more basic objectives of community life, which are the promotion of social health, raising up of the standard of living, and the elimination of social injustice and poverty.

Social Health.—The concept of social health connotes :

(1) the fit individual—physically, mentally and morally fit for work, marriage and social participation ;

(2) the healthy family which is a homogeneous social unit functioning to serve economic needs and psychological security in terms of affection and protection; and

(3) a healthy community made up of members who have a keen civic sense and social consciousness which will enable them to make a creative contribution to the community life and village culture.

A nation made up of such communities will be capable of achieving social progress through efforts which will be characterised by intelligence, efficiency and perseverence.

Standard of Living.—The standard of living does not merely connote the satisfaction of basic wants and desires in terms of food, clothing and shelter. The standard of life involves factors which contribute towards the mental condition of happiness and a general condition of total well-being. The village community, therefore, must first seek to obtain food, clothing and shelter, and at the same time, seek to achieve a standard of life which recognises human values and cultural values in the family and in the community, and where there is due recognition of the dignity of human relationship, natural beauty, affection and morality. These combined achievements of material wants and spiritual satisfactions mean a standard of life worthy of the human species.

Social Justice—Three factors—natural inequality, physical and regional inequality, and evolved forms of economic and socio-political life have made the need of social justice imperative.

Poverty.—Perhaps the greatest single factor of social ill-health is POVERTY. Poverty is not merely an economic concept, but it is a social phenomenon implying a vicious circle of low income from agriculture, unemployment, malnutrition and chronic sub-health, ignorance and other factors.

The country has to understand the varied and complex expressions of poverty. Many millions in India lack goods and commodities, but there is no positive desire to possess them either; amongst such people life is characterised by lack of discontent, absence of conflict and, therefore, absence of aggressiveness. This type of poverty characterised by contentment may lead to social stagnation, lack of opportunity and ability to overcome local alterations. It is essential, therefore, for the rural social worker to attempt to analyse the nature of poverty, study conditions, and understand the complexities of social structure and the phenomenon of poverty.

The positive objective of the attainment of social health means planned, organised and rational effort to eradicate poverty in terms of its root causes. The objective is therefore to create well organised, strong and resourceful village communities which in course of time will be able to achieve the objectives mentioned above with their own initiative, leadership and resources.

Technique of Community Organisation.—Social service in any given area, in order to be effective, should establish direct contact between the social service agency and the beneficiaries. This is achieved by community

organisation. In the initial stage if local leadership is not forthcoming in the community, the village community may have to be provided leadership from without by the project authorities, but gradually it must develop its own initiative and leadership, for the achievement of social objectives. The resources of the community are limited and, therefore, every villager should realise the basic principle of self-help for the attainment of individual as well as community well-being.

Community organisation has always been a traditional feature of Indian village life. Such an organisation has many advantages: (1) It establishes direct contact between the social service agency and the community; (2) efficient organisation, supervision and constant activity are possible through community programmes; (3) the community process releases initiative and promotes leadership at the lowest level; (4) it develops a civic sense and enables the individual and the community to realise the importance of social responsibility; (5) community organisation achieves maximum social help together with maximum economy of human and material resources; (6) the community approach deals with every aspect of human life; (7) it deals with every section of the population normal or handicapped, at all ages and of both the sexes and (8) it is the most effective instrument for the achievement of specific objectives like economic organisation, regional development, population control, control over social vices, and the treatment of maladjusted individuals and groups.

Principles of Community Organisation.—In terms of the above, the following four principles of community organisation should be understood:–

(i) the principles of self-help and mutual service;
(ii) mobilisation and development of local community resources;
(iii) organised and co-operative action;
(iv) minimum State assistance.

Programmes of welfare, whilst being generally similar, will need special modifications in terms of the nature and type of the rural environment. Thus forest communities, nomadic communities, fishing communities, settled agricultural communities, and rural-*cum*-urban areas will require different types of special treatment.

Functional communities in rural areas, especially the student community in educational institutions or working communities in small industries may also develop special programmes. Sectarian and sectional communities may be left to achieve their objective with their own resources.

Agencies.—In all village communities there are local organisations that shoulder the responsibilty of initiating, organising and executing social welfare programmes. The caste agencies may be left alone to perform their limited functions. The 'Gram Panchayets' should be developed to take over programmes that will be first initiated by branches of the Bharat Sevak Samaj which has been recently created to organise public co-operation on a vast scale, co-ordinating the efforts of major social services, in the country and recruiting all available human resources to carry out social programmes. Youth organisations, organisations for the welfare of women and children, and co-operatives are more suitable agencies for carrying out welfare programmes. Efficient social services require the right type of leadership and personnel, organisation, simple and well thought out programmes, and resources.

Leadership.—Perhaps leadership is the single factor that determines the success or failure of programmes. Because the projects are to be carried out successfully in an extremely short period, and results are to be achieved almost immediately, the greatest importance and emphasis should be given to the problem of leadership. The problem of leadership is not only a problem of abilities and training , for it is more difficult to find individuals with energy and personality with a sense of service and responsibility and with love for the people and the community.

The amount of trained leadership possessing the above qualities will be limited, and, therefore, it will be imperative to obtain a carefully selected nucleus of community workers who will have the ability quickly to enthuse local leadership, and train and develop it to serve the needs of the community.

The problem of leadership has three main aspects : (1) to determine the type of leadership required in terms of functions and programmes ; (2) the recruitment of leadership ; and (3) the training of leadership.

Workers at the community level are required for extension programme, social education, community recreation and physical fitness, youth welfare health services and women and child welfare. In order to recruit workers for a community project, programmes should be developed to give opportunity for leadership and responsibility to develop from within the community. These opportunities must be available in home, school and community environments. Whilst the aptitude for leadership is natural, the qualities for leadership can be acquired through opportunities for initiative, experience, and action. Community leadership must be able to

inspire organised action, achieve results, evaluate the achievements, and plan further action.

Training—Several methods of training will have to be used to impart to the members the techniques of social work. Experience itself is the best teacher, and guidance during performance of functions can achieve good results. Night classes for leadership groups, short term and long term training camps, social service programmes as extra-curricular activities in schools, and leadership groups organised by co-operatives, will prove useful for training community leadership.

It should be possible to use the higher organisational staff of field organisers of the national movements and organisations like the Social Education Movement, the Scout Movement, the National Women's Organisations, Physical Culture, and Athletic Associations that exist with their branches all over the country and which can provide personnel and facilities for training of workers.

Resources.—In the first instance every effort should be made to make the community realise that it must primarily depend upon its own strength and resources for developing social welfare programme. In the initial stages perhaps some help may be given by the Government or the project agency ; but if extensive programmes are developed with large scale external help, these developed programmes will diminish as soon as external resources are withdrawn.

In the village where resources in cash or kind are limited, human effort should be considered to be the most effective contribution towards community welfare. Youth service squads should be organised to live in camps to carry out social service programmes for brief periods, and contributions in kind like grain, milk and vegetables should be obtained from the community.

Programmes of Social Welfare.—Programmes of Social Welfare should achieve a very close co-ordination of economic and social activities. The programmes of social education, youth welfare, community organisation, and co-operatives, well-integrated into an organic whole can alone make social and economic progress efficient and effective. Economic programmes should be developed by communities which have a high sense of social responsibility and a high level of social morality. Any over-emphasis on economic activities and concentration of energy on development of natural resources without a corresponding organisation of the village community, treatment of its social problems, and effective social education may lead to partial success, but will also result in waste,

inefficiency, and temporary achievement. The general programme of Community Welfare will undergo :

(i) *Economic Programme :*

(a) The extension programme—these items will be looked after by extension workers.

(b) Organisation of co-operatives.

(c) Development of crafts, handicrafts and village industries.

(d) Thrift and conservation of resources.

(ii) *Environmental Services* for the maintenance and development of roads and water supply, environmental planning, and housing.

(iii) *Social Education* for health, work, development of skills, domestic problems and economy, recreation, social participation, and cultural development.

(iv) *Panchayet Organisation* and development.

(v) *Youth Organisation* and youth welfare.

(vi) *Physical Fitness* and health programmes.

(vii) *Community Recreation*—physical and cultural.

(viii) *Jamily Welfare* including family planning, counselling and general welfare.

(ix) *Women's Welfare* through club organisation, recreation programmes, social education programmes.

(x) *Child Welfare* through play centres

Social Education.—Social education is not a matter of class room instructions and literacy ; but it seeks to develop interest of the individual in the environment and the various aspects of life, and instructs him to perform normal functions of life intelligently and efficiently. Social education is essentially a process in which many methods are utilised *e.g.* personal and informal contacts, group work, audio-visual aids, etc. The programme, includes health education including the routine fitness programme training for domestic skills (especially mother-craft and domestic economy for women), recreational skills, skills for self-expression and the arts and crafts general knowledge, information and experience of social life, and social participationin a democratic community. It will include the community recreational life, religious life, the Panchayet, and political life in terms of human rights and the role of the individual in the State.

Youth Welfare.—Youth is a stage in life when through training and development it approaches maturity for work, marriage, cultural attainment, social participation and responsibility. It is a preparatory stage for leadership. Youth as the most energetic asset of the community should be fully utilised. A rural youth movement could be immediately created with ideals that will contribute towards the development of character and citizenship. In the development of social service programmes of youth his political ideologies should not be tampered with, and he must have a freedom to develop his political interests outside the community organisation.

Most of the youth activities are organised in cities, and the youth movement at present is dominated by urban youth leadership. As intensive programmes develop in rural areas, the youth of villages will naturally come forward, and will be brought forward to shoulder the responsibilities of work and leadership. Important youth organisations exist in the country and their activities must now be developed to cover the rural areas. The chief organisations for youth are the Scout Movement, the National Cadet Corps, the Balkan-ji-Bari and similar children's organisations, the Y.M.C.A. and allied organisations, the Youth Hostels Movement, youth organisations for sports, gymnasia and physical culture, and cultural organisations for youth.

A multiplicity of organisations is not desirable in the rural areas and, therefore, a Rural Youth Movement should be created to embody the chief elements from programmes of all the above organisations, securing co-operation and aid from each of them, or possibly from a National Council of affiliated youth organisations.

An immediate organisation of youth for assisting the project administration is imperative. Programmes of community service can be organised through youth service squads. A Rural Play Ground Movement and an organisation for camping and outdoor life should be organised as the first stage in the development of Rural Youth Movement.

These efforts should be accompanied by organised extra-curricular activities and community service programmes to be carried out by educational institutions and students' organisations.

A further stage can be envisaged when training camps and courses will have to be organised to achieve more substantial results. Repeated and graded training programmes will create an effective leadership within a period of perhaps two or three years.

Programme of youth welfare will include physical fitness programmes including play ground activities, physical culture, vyayam, yoga, athletics, open air activities, cultural and recreational activities, and community service through the village Youth Service Squads.

The educational environment of youth should cease to be confined to the mere class room. It should have extensive programmes in the community through extra-curricular activities. A comprehensive programme of community service by youth should be prepared, organised and carried out locally.

Women's Welfare—Traditionally the position and role of the woman in the village community has degenerated considerably according to tradition and prevailing customs. Special attention needs to be paid therefore to secure status, rights and privileges for the women in the community. Woman as the mother-teacher is the custodian of the health of the race, and at the same time in the Indian villages she has always contributed to the economic welfare of the community.

The women in the village should be organised into groups for recreation and social education. Group activties for arts, crafts and family work should provide recreation and later vocational interest. Ante-natal and post-natal care should be provided whenever possible. The aid of the Kasturba Gandhi Fund may be obtained for this purpose. Village midwives and Health Visitors should be appointed in project areas. Family case work may be attended through women social workers, and she must be gradually introduced to the concept of family life, spacing, and the advantages of a small family. Women should be organised to participate in community labour programmes.

The community programmes require active social participation on the part of women. They must make an effective contribution to production, social health and culture. She must give her active share in leadership of the community.

Child Welfare.—Child welfare in the initial stage will be most difficult to carry out due to the lack of resources. Childhood is the period of dependence and growth, and in the initial stages opportunities for child development will require a joint contribution of the project agency, the community, and the family. Under-developed childhood is due to heredity, mal-nutrition, and neglected physical environment of the family. Greatest attention should be paid to the problem of nutrition whenever possible, and a special share in the products of the co-operative dairy, etc., should be reserved for the child.

The village day nursery or Bal Vadi must be a simple programme providing a happy environment in which health is preserved and promoted. Emphasis on cleanliness, play activities for personality development and group adjustment, and cultivation of right habits must be the key-note of the programme. The village social service agency should attempt to create village community play ground for children.

Special organisations of the children like the 'Balkan-ji-Bari' and junior branches of scouts and guides movement should be developed and encouraged in the village. Special care will have to be taken of the deserted child, orphan, physically handicapped and backward child. Juvenile delinquency in the village should be treated only when extreme cases of social mal-adjustment are evident.

Family Welfare—The family is the most important asset of the village community. Family health includes economic well-being through gainful occupation in agriculture, animal husbandry, arts, crafts, handicrafts and other rural occupations. It should be the object of the community social service agency to develop activities to promote subsidiary incomes, through home crafts, especially spinning and weaving, education, psychological unity, affection, mutuality and co-operation. After all the family is the main promoter of the standard of living.

Community Recreation.—The social worker can easily understand the vital importance of community recreation in a programme of rural social service. Community recreation consists of recreation for children, youth, adults, and the community as a whole. It consists of physical and cultural recreation. Physical recreation programmes have been dealt with under Youth Welfare, and the same have to be suitably modified for children and adults. Most of the cultural recreational activities form part of social education, and have been dealt with under that section. Invariably all recreation programmes are truly educational. They create a right atmosphere, release the impulses of participants, remove the mental oppressions caused by anxiety, worries, failures and the consequences of fatigue after work. Recreation creates social consciousness, and brings together all sections of the community for the achievement of pleasurable ends.

Most of the community recreational activities are group activities, but equally important are social recreations, the celebration of holidays and festivals, and 'Day' and 'Week' programmes organised occasionally to emphasise the importance of health, education and other social and

economic activities. It is necessary to celebrate the Health Week, the Child Welfare Week, Education Week just as it is important to celebrate harvest festival and similar happy occassions.

Health and Physical Fitness.—The Health problems in the village are dealt with by public health authorities. The social service organiser should give every possible assistance in the three-fold programme consisting of the treatment of diseases and sub-health, health education, and preventive measures.

The nature and extent of diseases prevailing in each area must be carefully studied through investigations, and efforts should be made to determine the causes and methods of approach to deal with disease and the health problem in general. Though it may be premature and difficult to deal with the general problem of sub-health in the absence of Health Visitors' services, efforts should be made in that direction with the help of voluntary agencies.

Diseases that affect the health and productive power of the community should receive special attention. This especially refers to the commonly prevalent diseases like malaria, tuberculosis, venereal diseases, anemia, infectious diseases particularly small-pox, and diseases of children notably rickets, diarrhoea, dysentery and skin diseases.

Health Education.—A general improvement in the conditions of rural health will not be achieved as long as adequate and effective measures are not taken to deal with hygiene and sanitation of the area, and at least elementary health education is not given as one of the chief items of social education. Health education of course forms part of the school curricula from the earliest years.

Education.—Social service organisers will find many opportunities to assist educational institutions and introduce extra-curricular activities to enable these institutions to make effective contributions towards the execution of project programmes. They should be able to enthuse the teaching staff and explain to them the nature, objectives and need of public co-operations for the successful execution of the economic and social programmes of the project.

Special techniques, like village teachers' seminars, debates, camping and out-door activities are found useful to secure the co-operation of educational institutions for all kinds of programmes. Village school should be induced to adopt small farms where boys and girls can obtain both training and experience for agricultural work.

It will be possible to co-ordinate the craft programmes of basic schools with similar programmes organised as an item of social education or other efforts to promote the development of arts and crafts in the village.

Wherever there are high schools and senior students it will be possible to carry out elementary investigation dealing with the sources of community resources and the study of social problems. It is necessary to prepare very simple questionnaires which will be used by student volunteers to collect statistics and information. The data thus obtained will be utilised by the project administration for planning local programmes as well as for evaluating results.

Environmental Services and Housing.—Regional rural development consists of three parts, *viz.*, the development of natural resources, rural social services and country planning.

Extensive community efforts will be required to make the physical region suitable for the promotion of a healthy social life and efficient economic activies.

Primary attention needs to be given to hygiene and sanitation, the improvement of communications, their regulation of water supply and the improvement and reconstruction of rural housing.

Organised community labour or programmes of youth service squads can speedily achieve very substantial results in a very short time.

The social service organiser will provide the requisite leadership and enthuse the local leadership to mobilise local resources and to supplement them through the project administration. He should plan programmes for the repairs and construction of roads, wells, tanks, canals and bunds. The construction programmes will also include putting up public buildings like the school, the community house and other structures like barns and granaries, goshalas (community cattle sheds) and even a building to house the local headquarters of the co-operative organisations. Preparation of play-grounds for children, youth and adults should receive special attention in this programme. Other measures should also be taken for the improvement of environment in the region.

New Life Movement.—In the first instance, the interest and enthusiasm of the peasant should be aroused, creating a consciousness for gain. He must be made to feel and realise that his benefits are going to be real in the new economy ; that reconstruction is done primarily in his interest ; and further that attempts are being made to put an end to any form of

exploitation that may be existing at present in the economic structure. Once the right consciousness is produced and the new economy is vitalised, perhaps it would be useful to concentrate every effort to organise 'Land Improvement Clubs' or 'The Young Farmers' Associations', or a 'New Life Movement'. Such organisations, working out programmes of land improvement will bring hope to the farmer and create faith in the organisation. He can then be called upon to put in strenuous efforts that will be imperative in the first few years for the successful development of the projects.

Extension Service.—It is not necessary here to deal with those measures that will be taken up by the Extension Officers to deal with problems of social improvement, irrigation, manures, prevention of erosion, drainage, fencing, seeds, etc. The introduction of new implements and tools will naturally depend on local conditions in each village and perhaps it is not necessary to believe that mechanisation and tractors alone can achieve results, and the existing plough and other implements are totally inadequate for good cultivation.

Careful vigilance and 'follow-up' will be necessary to see that instructions from the Extension are implemented. It is the task of the social service organiser in the block to carefully study the psychological reactions of the cultivators to these instructions, develop right onlook, and harness their energy and emotions for economic effort. The process of developing agricultural 'know-how' should not be didactic, these objectives could be achieved. The cultivator should realise the need of action, understand the purpose and meaning of what he does, and be able to realise the gain accruing from his efforts.

Public Co-operation.—In order to allow a new and right village economy to develop, the slightest appearance of corruption, nepotism or favouritism in the use or abuse of resources, or any attempt on the part of any individual or group to take individual or group advantage of what is meant for the entire community should be controlled and prevented. The greatest need at the moment is social morality and the ability to see that the aim of the individual only lies in the benefit for all. Perhaps this may be difficult to achieve in some places because competitive forces have been created in the feudal era which has created even in each village vested interest, or groups of clever and shrewd persons, who may desire to profit by influence and power. The project is not only an effort for economic reconstruction, but in a sense, it will have to be a struggle against selfishness in all its forms.

The Co-operative Movement—The social worker will have to create and stimulate the spirit and consciousness of co-operation. Co-operation is the basic, essential force that binds the villager to his community ; it is the strength of the community achieved through its aggregate effort ; and it will be the major weapon for the achievement of economic objectives through a social process. The benefits of co-operation will have to be demonstrated in action, and it is to be included as a major item in the programme of social education. Co-operation should be made a living reality ; multi-purpose and other co-operatives should be organised. They should not be the old types of co-operatives imposed from above and regulated by law, but they must be co-operatives of the people and for the community.

The organisation of the co-operative movement must be simplified, there should be only a few and essential rules, and an inspired and efficient executive. The social worker will be the main initiator, guide and friend of the co-operative movement. The ground for such an organisation should be prepared immediately for the speeding up of the economic processes.

When the Extension has given the 'know-how' of cultivation, the co-operative will have to play a dominant role to organise the sale of commodities for obtaining the highest price, or for assuring to the State the levy which the peasant must give as a national duty.

The development of village co-operatives must be systematic, and it should be accompanied by education of its principles and objectives, and training of workers in methods and principles and objectives of organisation. A preliminary study, and conferences with the Panchayet and community leaders should determine the type of co-operatives needed by the community. A beginning may be made with a multi-purpose co-operative or a consumers' co-operative. Sales and credit societies and producers' co-operatives, co-operatives for medical relief, education and other purposes should follow in due course.

Literature on co-operation produced by the movement, accompanied by films, radio talks and lectures should continuously educate the peasant about the advantages of co-operation.

Arts, Crafts and Handicrafts—The village artisan is not merely an asset to the village, but he is one of the chief contributors to the development of the culture of the village. It is essential that existing arts, crafts and handicrafts are properly surveyed in terms of their history, availability of

raw material, contribution to family economy and recreation, and markets. The living conditions of the artisan should be improved. Increase in purchasing power of the village community should lead to the immediate use of articles produced by the artisan. The artisan should be trained. Efficient tools should be procured for him. An organised effort must be made by the co-operative not only to market the commodities in the village, but to make them available to the national as well as the international market. The development of arts, crafts and handicrafts, improving the quality of produce, introduction of new designs, developing new techniques, and improving the skill of the community should be considered one of the most essential problems of rural economic development.

A skilled man is a better man, and he is a more intelligent man because he uses his valuable square time in creative pursuits. There will be a gradual elimination of anti-social behaviour. Activities in creative crafts are the chief destroyers of social evils, especially alcoholism.

Economic Measures.—The social worker in the village economy will be able to realise the psychological benefit of introducing an increasing use of barter, resorting to the use of cash and currency only for the most essential purposes. It will be found that the total currency available to a village community will always fall short of the demand. This lack of balance under no circumstances should lead to the encouragement of an indigenous banking system, and the village money-lender should be eliminated and carefully rehabilitated to take part, possibly as a shopkeeper or as an executive of the village co-operative. The village credit unions or co-operatives may be created even with the help of the State or similar machinery so that a village community may develop its own regular banking system. For the normal functioning of village economy, it must be realised that the war against money-lending must be a psychological one. It is a war against a system and its practice and not a war against any individual or class. As a matter of fact by persuasion and appeal the money-lender who is usually clever, may be induced to use his better mental abilities in the interests of community.

Community Labour.—The most important asset of a village economy is labour. The true concept of labour is that it is the accumulated energy available to the community for the use and development of natural resources and for the efficient prosecution of its economic and social activities.

It is a very fundamental objective gradually to eliminate economic classess that have arisen as labouring and non-labouring persons within the same community. Manual labour in a village community is perhaps the most creative contribution that any human being can make for the brick-by-brick construction of village economy. Whilst it will be difficult to introduce such a concept in the adult population, the younger generation must be brought up in an atmosphere of rigorous hard work, and the enjoyment of such labour

PUBLICITY AND PUBLIC RELATIONS

What is Publicity ?

Broadly speaking publicity is the art of making things known. It is persuation by description, discussion, demonstration and the like on the basis of facts. As such, publicity is not something which is entirely unknown to the individual. When a person tries to explain why a certain thing has or has not been done or why a certain thing should or should not be done, he is doing publicity.

While publicity is largely impersonal in character, public relations is a personal relationship. It is an art of making friends, of promoting by personal contacts, sympathetic understanding of an issue. Like publicity, public relations is not unknown to the individual either.

It would therefore be a mistake to assume that publicity for community projects can be left entirely to publicity experts. All of us who have a job of work to do will have to practice publicity as well as public relations.

Approach

Experience has shown again and again that only truth and sincerity can guarantee success in publicity. Tell the villager what he needs and what he can understand. This will necessitate a sympathetic study of his mind, of his habits and ways of life, of what he likes and dislikes, of what he considers valuable and worth striving for. Normally, abstract ideas repel people, but personalities attract them. It may, therefore be easier to secure his support by explaining ideas in terms of personalities for whom he has love and affection, whether these personalities be mythical, religious and spiritual, historical or contemporary. His love of family and religion and his deep attachment to the village and his land may also open a path to his heart and mind.

Types of information

Information is the life-blood of publicity and while types of information sometimes overlap a great deal, those that suggest themselves are :

(i) Informative, *i.e.* information of general interest ;

(ii) Instructional ;

(iii) Corrective, *i.e.*, information which is designed to dispel doubts and baseless criticism ;

(iv) Information designed to mobilise effort and enthusiasm;

(v) Information for entertainment and recreation.

The immediate problems will be to create general interest in the Community Projects and (i) and (iii) will be particularly suitable for towns where media of information are largely concentrated, but in the project areas greater attention may have to be given to (ii), (iv) and (v).

Media

To some extent media are settled automatically by requirements of target areas. By target area is meant an area in which publicity is required to be done. Thus whereas in towns it will be easier to do publicity through the medium of the Press and pamphlets, in the project areas where illiteracy is high reliance will have to be placed largely on audio-visual methods, *e g.*, broadcasting, films, songs, gramophone records, pictures, posters and the like. If any literature has to be produced for distribution in the project areas it will have to be essentially pictorial in nature. A careful selection of media for each target area should help in avoiding wasteful expenditure and in concentrating energy and attention on methods which are easy and readily available until mass media of information can be introduced.

It is thus clear that whereas towns offer readily available instruments of publicity the project areas will have to be equipped with things like projectors, radio receiving sets, public address system, mobile vans and the like to provide the necessary channels of information and instruction. Meanwhile we shall have to make the best of such facilities as are available in the project areas, particularly native media of information and entertainment with which the villagers are familiar.

Survey of Extension Facilities

Fortunately, a number of States possess field publicity organisations, functioning in districts and sub-divisions. A survey of available facilities which can be provided to the project areas should be made. If a survey is made on the following lines, it should be possible to fix targets and prepare time-schedules :

(i) Essential details of each project area, *i.e.* name of tehsil, names of villages, if possible with a map of each project area indicating these details.

(ii) Field publicity facilities already available in the project area, their nature and extent ;

(iii) Equipment and staff which can be transferred to the project areas by redistributing the existing field publicity equipment and staff in State ;

(iv) Facilities considered essential in the project area by

(a) Villagers ;

(b) State Governments ;

(v) Availability of native media of information and entertainment in the project areas, *e.g.*, fairs, good minstrels, Panchayets etc., and whether these media are being or can be used by State Governments ;

(vi) Field publicity media which have been found successful as well as those which have failed ;

(vii) Broadcasting :

(a) the number of Government owned community receivers in each project area and their distribution and location in villages ;

(b) the number of private owned sets in each project area along with their distribution and location in villages ;

(c) types of receivers, *i.e.*, battery or electric with numbers, if both in use; also type of electric supply available, *i.e.* A.C. or D.C.;

(d) full details of servicing arrangements and maintenance ;

(e) minimum number of community radio sets essential for each project area and whether they should be run on battery or electric current ;

(f) best listening time ;

(g) types of programme which are popular ;

(h) the number of schools in each project area and whether any school is equipped with a receiver for school broadcasts ;

(viii) Films :

(a) the total number of State owned projectors in the State, the total number of 16 mm. and 35 mm. projectors separately ; also the number of generators in use ;

(b) instructional films required, if any, with an indication of subjects to be covered and the number of films to be produced ;

(c) whether a State Government would like the Films Division to dub its documentaries in the State language or languages at an additional cost of Rs. 1,500 (approximately) per language, provided the language is not one of those languages in which the Films Division dub its films, *i.e.*, English, Hindi, Tamil, Telugu and Bengali.

(d) the extent to which documentaries and news-reels normally produced by Films Division are being or can be used for educative or entertainment purposes ;

(e) the number of prints 16 mm or 35 mm which a State Government may like to purchase from the Films Division on concessional rate for project areas ;

(f) minimum number of projectors whether 16 mm or 35 mm and the number of prints required for each project area;

(ix) The number of mobil vans and the description of media equipment with which they are fitted.

t is possible that some equipment may have to be purchased for field publicity. If so, it would be economical to do it Centrally.

THEMES

To ensure a wide understanding of the spirit behind the projects and to bring home to the people why they are being undertaken, the following themes are suggested for treatment through various media of information.

(a) The projects are not an imposition from without nor a gift from Government. Their object is to encourage and develop selfhelp and cooperation. In other words, it is the villagers themselves who will do the job, Government's assistance being restricted to the provision of necessary facilities in the shape of funds, trained personnel, technical advice and equipment. In publicity, therefore, it will not be enough merely to suggest that the villagers are associated with the implementation of the projects. On the contrary, it will be necessary to emphasise that the villagers have become the architects of their own progress.

(b) the projects do not aim at the development of any particular feature or aspect of village life. Such a development even if achieved, would unbalance rural life and economy. The projects aim at an integrated treatment of rural life and problems in selected areas designed to increas food production, improve communications and marketing, tackle disease and illiteracy and to train villagers in handicrafts essential to village life.

Thus, the projects aim at transforming life, in selected areas, in the countryside from the bottom up, and creating in them some of the amenities and opportunities which at present attract villagers to the towns, thereby subjecting rural areas to neglect and impoverishment. Instead of seeking work in the towns, the villagers of the project areas will find work at their own door.

(c) If the development programme succeeds, India will have turned a new leaf in agricultural development and rural welfare. In such an event, further projects will be introduced to cover the rest of India.

(d) It would be well to emphasise that the projects form part of the Five Year Plan, that they have been undertaken in every State of the Union and that they have to be completed in three years.

CAUTION

Just as it is necessary to explain clearly what the projects *are*, it is equally necessary to show what they are not. Critics; sceptics and grumblers will not be idle, and the following points ; if borne in mind, may help:

(a) Do not raise wild hopes. Instead, encourage curiosity and promote intelligent interest in the projects and their possibilities.

(b) Point out that the first six months will be taken up entirely by preliminary work, and to maintain interest, explain the nature of this work and why it is essential to the projects. At the same time suggest that results should begin to appear from the second year onwards, *e.g.*, increased yield of food crops, roads, schools, dispensaries and the like.

TARGETS

Publicity will be necessary in the project areas, in the State in which the project areas are located, in India generally and abroad.

AGENCIES

Information services will be organised by the Ministry of Information and Broadcasting, Government of India, and the Department of Information of the State Governments.

CO-ORDINATION OF INFORMATION SERVICES

(a) **Responsibilities of the Centre**

(i) Determination of publicity policy for the projects as a whole and the provision of suggestions and guidance to States' Departments of Information.

(ii) Organisation of publicity in India generally.

(iii) Publicity abroad.

(iv) The Adviser to C.P.A. on Publicity and Public Relations will co-ordinate the Information activities of the States and the Centre.

(b) **States' 'responsibilities'**

(i) Field publicity work within each project area.

(iii) Organisation of publicity for projects within the State.

(iii) Determine modifications in Central publicity policy to meet the peculiar requirements of each region.

(iv) Provision of facilities to Indian and foreign correspondents, photographers and cine-cameramen to visit community projects.

(v) Regular supply of Information material to other States' Department of Information for use and to the Centre.

PUBLICITY BY THE CENTRE

The Ministry of Information and Broadcasting will organise such publicity as it can within its existing financial resources through the media of the Press, Films, Broadcasting and Publications.

The Press Information Bureau will handle press and public relations and arrange supply of news, photographs and background information to accredited correspondents at Headquarters. The Press Information Bureau will also organise services in Hindi, Urdu, Gujerati, Tamil, and Marathi, Bengali to newspapers published in these languages.

When the projects begin to develop, the Films Division will consider newsreel coverage as well as the production, if possible, of a documentary,

The All India Radio will incorporate the subject in its rural programmes and other programmes from Delhi and from the Radio Station within the State concerned.

The Publications Division will edit the monthly journal in English and produce pamphlets in English and Hindi leaving their production in regional languages to the State Governments concerned.

FUNDS

Provision of funds will be considered by the Community Projects Administration if and when the volume, variety and urgency of work are out of proportion to the resources already available to the agencies.

HEALTH SERVICES

INTRODUCTION

As has been rightly pointed out, the purpose of the community projects is to exterminate the triple enemies—'poverty, disease and ignorance'. The projects will serve as a pilot in the establishment, for men, women and children covered by the project area of the "Right to live". It is recognised that it is not possible to exercise the 'Right to live" without creating conditions conducive to the promotion of positive health. The success of the community projects will, therefore, necessarily depend upon the satisfactory maintenance of the health of the community.

Each project is intended to cover a rural population of two hundred thousand divided into three development blocks. A block will therefore have an average population of 67,000, Ordinarily the population in one project area is scattered over an area of about 40 sq. miles, in groups of 300 to 1000 living in villages under conditions which can be characterised as primitive in so far as environmental sanitation and health services are concerned. The administrative arrangements for providing health and medical facilities for such a community will be somewhat different from those for an urban population. For, instance, in dealing with environmetal sanitation, the filtered water supply and underground sewerage systems applicable to the larger towns and cities can hardly be provided in the villages because of the cost involved in their provision and maintenance. Simpler and yet reasonably satisfactory methods will have to be adopted. The outline of health services given in the following paragraphs deals with the structure and functions of a rural health organisation based on a minimum basis.

While it is clearly laid down that major emphasis is to be laid on agricultural development and other measures necessary to raise production and thereby improve quickly the economic status of the people, it must be remembered that health should and must form an integral and essential part of economic development.

Primary Health Centre

The primary health centre will be the focus from which health activities will rediate into the area covered by one development block.

The health centre will have a dispensary at which a consulting room, with diagnostic facilities and a ward of six beds will be provided. The services that should be provided for the people include the following :

1. medical relief ;
2. maternal and child health work ;
3. school health ;
4. health education ;
5. environmental hygiene, including sanitation and anti-malaria measures.

The staff proposed to be employed for the development of these services will consist of the following :

Medical Officers	2	(one of them will be in charge of a Mobile Dispensary)
Compounders	2	
Sanitary Inspectors	2	
Health Visitors	2	
Midwives	4	
Dais	6	
Cook	1	
Sweeper	1	

The two medical officers, the two compounders and the sanitary inspectors will be located at the health centre. The four midwives and six dais should, on the other hand, be made to live in selected places within the area covered by the development block. Their services are likely to be required by the people at any time of the day or night and their location therefore at the headquarters would not prove satisfactory. It would be useful to give each of the four midwives some training in nursing and to utilise the services of one of them in the mobile dispensary. Further, with some training in nursing, they will be able to provide better domiciliary services to the people than if they possessed only midwifery training.

DUTIES OF HEALTH CENTRE STAFF

The officer in charge of the Health Centre will be responsible both for curative and preventive health work. He will, therefore, not only attend to the dispensary and the wards but also supervise the work of the Public Health Staff. He will also periodically visit all the villages in the development block. He will take turns with the other Medical Officer in going with the Mobile Unit. This will give him additional opportunities to visit the surrounding villages.

The Sanitary Inspectors will visit the villages periodically and give advice and instruction regarding protections of water supply, sanitation and drainage. He will also be in charge of protective inoculation work.

Of the two Health Visitors one can be located in the primary health centre and the other at a suitable place elsewhere. They will supervise the work of the midwives and dais. They will also be responsible for post-natal and anti-natal work. Γhey should take active part in Health Education, particularly through personal talks in the homes.

Secondary Health Centre

It is desirable to have a secondary health centre for each project. In most of the areas selected, such centres already exist. Where, however, they do not exist, and existing facilities are inadequate, the establishment of secondary health facilities to the standard recommended in this chapter may be taken up.

The Secondary health centre should be located at the headquarters of each community project. It is presumed that this will be normally a town with some hospital facilities. Such facilities should be utilised in the development of the proposed secondary health centre. There should be a hospital of 40 beds at the centre. The following staff should be provided :

Administrative Medical Officer with Public Health qualifications and/or experience to be in over-all charge of Health Services in the community project	1
Assistant Public Health Engineer	1
Malaria Inspector	1
Senior Health Visitor	1
Medical Officers (men)	2
Lady Doctor to be in charge of the ladies section of the hospital	1
Lady Doctor in charge of maternal and child welfare services for the whole project	1
Laboratory Technician	1
Clerk	1
Stenotypist	1
Compounders	2
Cooks	2
Sweepers	4
Trained staff for anti-malaria work	6
Nurses	4

Sufficient unskilled labour to work under the instructions of the skilled staff should be employed locally in each village and as far as possible such unskilled labour should be the contribution that people make towards the implementation of those schemes which are meant for their own welfare.

The staff requirements for primary and secondary health centres as detailed above include the staff already posted for health services in project areas. It is assumed that the average requirements of additional personnel will conform to the provisions made in the 'Draft Outline'.

DUTIES OF SECONDARY HEALTH CENTRE STAFF

It is considered essential to have one Medical Officer with public health experience to be in over-all charge of the health services in each project. He will exercise supervisory control over the curative and preventive health work done by different categories of health staff in the whole of project area. He will periodically inspect the three Health Centres and act as a Senior Advisor in all health matters to the project Administration. A Medical Officer of the status of Assistant Surgeon Grade I, who will necessarily be senior in experience and qualifications to other medical officers in the project area will serve the purpose.

As environmental hygiene and sanitation has been given top priority in the health services in each community project, an Assistant Public Health Engineer is essential for the purpose of organising and supervising the arrangements for the water-supply, drainage and sanitation. He will periodically visit health centres and villages and supervise the work of the Sanitary Inspectors in so far as their sanitary work is concerned.

The necessity of associating Sanitary Engineers in the planned lay-out of villages must be emphasised so that all pitfalls of man-made disease may be avoided.

Of the two male doctors, one should be a physician and the other should have surgical experience. They will be specialists in their own respective fields and should be available for consultation by the doctors in the Health Centres. Though it will be desirable to provide a separate Dentist and an Eye, Ear, Nose and Throat Specialist, they have not been included for the purpose of economy. The doctors in the secondary health centre will cater to these specialities until such time that the Community Projects Administration is financially in a position to provide specialists for the purpose.

The Lady Doctor in charge of Maternity and Child Welfare Services, will periodically visit Health Centres, supervise the work of Health Visitors, Midwives and Dias and take part in domiciliary midwifery when necessity arises.

ENVIRONMENTAL HYGIENE AND SANITATION

As many of the communicable diseases can be prevented by giving adequate attention to environmental hygiene and sanitation, priority should be given to provision of protected water supply, proper drainage, and construction of suitable latrines for disposal of human waste in each village.

Water Supply.—According to conditions of each area different types of simple water-supply have to be devised. They may be either dug or sunk wells or bore or tube-wells or infiltration wells or the supply may be derived from storage of water in protected tanks. In fairly populous villages it may be possible to cover the well and to pump the water into an overhead cistern and arrange a limited distribution. The circumstances of each case will determine the type. As regards the drainage arrangements it is primarily meant for the disposal of sullage water from the house and rain water besides sewage from public latrines where such types of public sanitary conveniences are provided. An important point is the method of disposal which has to be carefully studied depending on the distance from habitations. Perhaps the best form is a simple sewage farm in which grass or other crops can be grown. Failing facilities for this, some method of disposal like composting of human waste, ordinary sweepings, farm-yard manure etc. may be considered, provided the disposal method can be controlled, in strict accordance with hygienic requirements. The final choice of the method of disposal can be left to the decision of the Assistant Public Health Engineer.

The Types of Sanitary Conveniences.—As far as possible and provided the housing in the villages permits, the construction of private sanitary conveniences of simple type should always be encouraged. Whenever possible they should take the form of a water-soal-squatting-slab connected to a small trench into which the excreta can be washed down and the trench being covered by any type of simple covering. This is found in actual experience to be a very clean and simple inexpensive type of private sanitary convenience. There are other types also which can be tried according to the circumstances. The material required for these can easily be cast locally or secured in each region near about the development block. Where the provision of private sanitary convenience is not

possible on account of crowded habitation, lack of space and other circumstances, it is of course necessary to provide public sanitary conveniences. The most suitable type is of course the septic tank with proper disposal arrangements, Other sanitary type designs can be considered where this is not feasible for any special local conditions

Malaria Control—The measures taken for malaria control will incidentally serve to put down other insect pests like flies etc.

In a project which has given top priority to agriculture and food production, adequate emphasis should be laid on effective measures for the control of malaria. When field for cultivation are laid out and irrigation channels are constructed malariogenic conditions are very likely to be created. It is therefore essential that the Public Health Engineer should be consulted when arrangements for cultivation and irrigation are made.

Besides attending to routine preventive duties one of the main functions of the health personnel would be the control of malaria in areas subject to incidence of the disease. This may conceivably form part of comprehensive malaria control scheme for the State or it may have to be undertaken locally by the staff. A trained Malaria Inspector has been provided in the Secondary Unit Staff for the purpose. He will, with the help of the Sanitary Inspector attached to the Primary Health Unit and the skilled junior staff provided for the purpose, arrange a programme of anti-malaria measures based on the seasonal prevalence of malaria in the area.

CERTAIN OTHER SUGGESTIONS

Collection of Data by the Health Staff.—The staff should collect in the first instance the result of the surveys conducted by the other departments so as to get as complete a picture of the conditions in the development block and subsequently in the project areas as possible. They should, however, concern themselves particularly with all those factors which have a definite bearing on the health conditions of the population in the area in which they attempt intensive work in the first instance and subsequently extend to the whole project area.

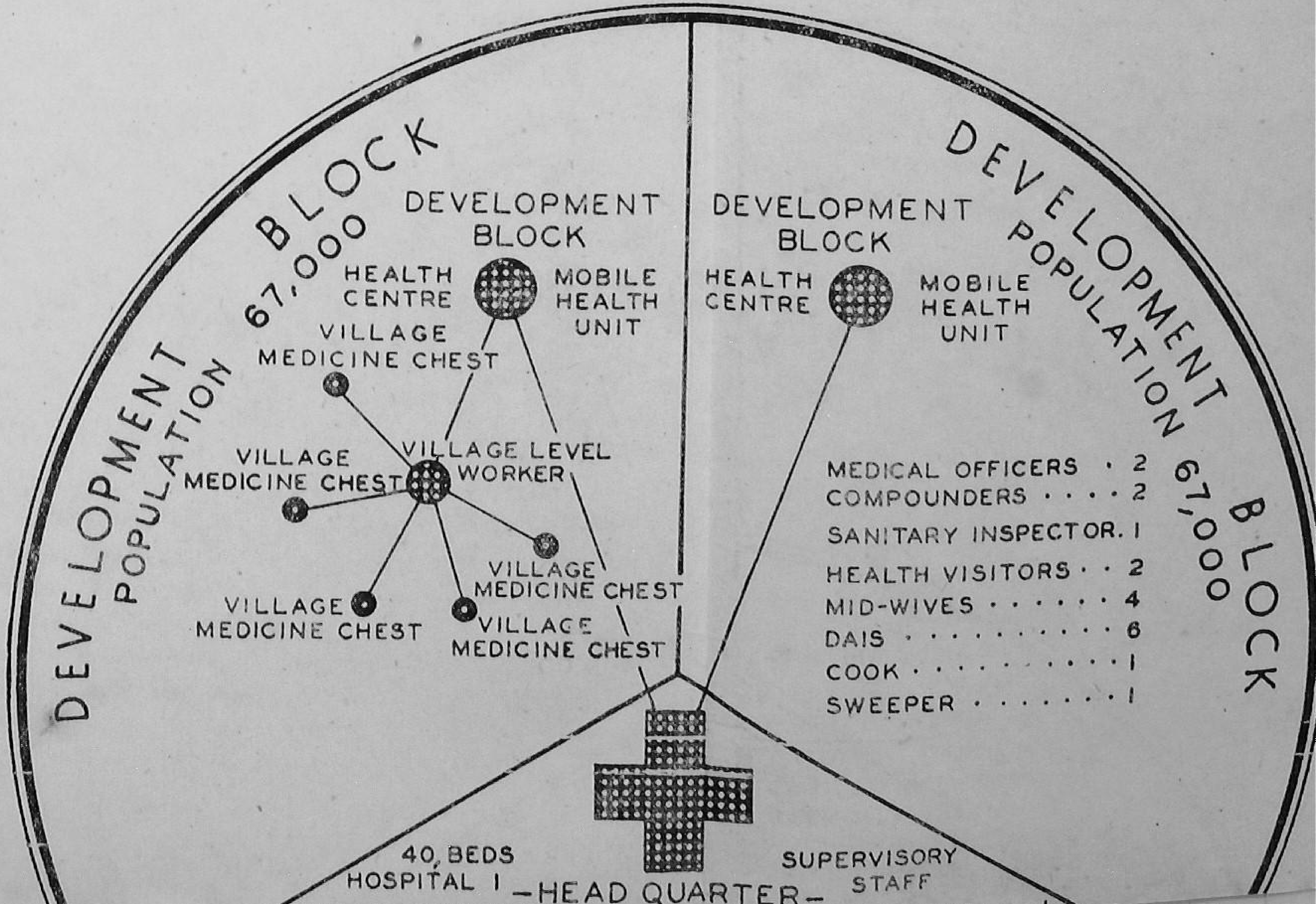
They should have at their command, correct vital statistical data based on the house-lists made in connection with the census enumeration. These by themselves would give valuable information besides the total number, about age, sex composition and various other important particulars which can be deduced from the data available in those registers. They should,

besides, conduct rough but ready surveys of the prevalence of certain important diseases in the community, like T.B., Leprosy etc. which should be followed in due course with more accurate and detailed surveys with the help of District and State Administration. The collection of these data is essential for the staff to base their medical care and preventive measures on sound information.

Domiciliary Health Work—Besides the institutional care that would be available in the Primary Health Units and the Secondary Health Unit the main object of these health units is to take medical care both curative and preventive to the people in their homes. For that purpose it is essential that the medical as well as the ancillary staff should arrange a regular programme of visits to all the villages coming under their care utilising whatever means they have at their disposal. It is contemplated that Health Visitors, Midwives and Dais should be located in sub-centres so as to be available, on the spot for a small group of villages. The medical officers will be responsible for medical care both preventive and curative. The ancillary staff will assist them in their duties particularly of a routine nature which they are competent to carry out as for example, attend to normal cases of laboure, simple duties like disinfection of water-supply, preventive inoculations and where possible, the distribution of simple remedies for common ailments under the supervision and direction of medical officers. It is the duty of the health staff to view the problem of health in its entirety without taking a narrow view of their relative duties and responsibilities.

Health Education.—Health Education must form an essential part of any health scheme. The simplest laws of health, hygiene and sanitation are unknown to our people. The health personnel employed in the project must take an ective part in the dissemination of knowledge so essential for man's wellbeing. There must be full cooperation between the health and education personnel in this respect and such education must begin from the child and go right upto the oldest adult.

COMMUNITY DEVELOPMENT PROJECT



Appendix

STATE ORGANISATION

(Proposed Pattern)

STATE DEVELOPMENT COMMITTEE

Chief Minister
Development Minister
Minister for Agriculture & Irrigation
Minister for Finance
Minister for Public Works
Development Commissioner
(Member Secretary)

ADVISORY BOARD

Secretary Finance
Secretary Agriculture
Secretary Health
Secretary Education
Secretary Industries
Secretary Irrigation
Secretary P. W. D.

DEVELOPMENT COMMISSIONER

ADVISORY COMMITTEE

Dy Secretary Finance
Director of Agriculture
Director of medical Health Services
Director of Education
Director of Industries
Chief Engineer

DY. DEVELOPMENT COMMISSIONER (C.P.)

- **FIELED OPERATIONS**
- **ADMINISTRATION**
  - Supplies
  - Coordination
  - Information & Statistics

DISTRECT DEVELOPMENT COMITTEE

Collector—Chairman
Officer representing Agriculture
" " Health
" " Education
" " Industries
" " Irrigation
" " P. W. D.

DISTRICT DEVELOPMENT OFFICER

PROJECT OFFICER

Project Advisory Committee
Official
Public Workers
Agriculturists
Chairman of District Board
Members of Legislatures
Project Executive Officer
Member Secretary

ASSISTANT PROJECT OFFICERS (2)

- **Health**
  - Secondary Health unit (1)
    - M. O. /c
    - Public Health Engineer (1)
    - Malaria Inspector (1)
    - Senior Health Visitor (1)
    - Medical Officers (men) (2)
    - Lady Doctor (2)
  - Primary Health Units (2)
    - M. O. (2)
    - Sanitary Inspectors (2)
    - Health Visitors (2)
    - Midwives (4)
    - Dais (6)
- **Agriculture**
  - Agricultural Graduates (3)
  - Animal Husbandry (3)
  - Cooperative (3)
  - Agricultural Engineer (3)
- **Industries**
  - Training *cum* experimental centres
  - Superintendent Supervisors
- **Construction**
  - Building
  - Roads
  - Irrigation
  - Assistant Engineer 1
  - Civil Overseers 3
- **Institutional Education**
  - Dy. Inspector of Schools
  - Training Institute Superintendent
- **Social Services**
  - Chief Organiser (1)
  - Organisers (6)

VLWS

COTTAGE AND SMALL SCALE INDUSTRIES

GENERAL

The economic development and prosperity of a nation is determined by the number of people engaged in producing the basic requirements of existence like food, clothing etc. The smaller the number the more prosperous the nation would be. While only about 22% of the working population in America work on land and produce more food than is required by the entire nation, in India, in spite of the fact that about 67% are engaged in agriculture, we are running short of food. Agriculture is an important source of income but in most of the progressive countries it is observed that percentage of national income from agriculture as compared to industries is far less. In the U.S.A. percentage of national income originating in agriculture is 8%, in the U.K. 5.4%, in Japan 28.4% but in India it is as high as 47.5%. Agriculture is no doubt, a necessary and the most important vocation in our country, but the *per capita* income of persons employed in agriculture is appreciably lower than those engaged in industries. It is, therefore, necessary for a balanced development to rationalise agriculture and bring about a structural shift in the population at present engaged in agriculture to fields of Industrial production.

In ancient India although the *per capita* income from agriculture was very low, the gap was filled in by cottage industries which used to be a part-time provision for the under-employed agriculturists. These industries have been retarded for more than a 100 years now. By losing contact with industrial activities and practices the population of India has got into a dangerous mood of ignoring industries altogether. It is said that about 100 years ago steel manufactured in small cupolas in Mysore was being exported to Glasgow on account of its special superior quality. To revive interest in such industries and many others becomes an imperative programme for the future development of the country.

Cottage and small scale industries have a very important role in the national economy, offering as they do, scope for individual, village or cooperative enterprise and means for the rehabilitation of unemployed and under-employed persons. They can better utilise local resources for the achievement of local self-sufficiency in respect of certain types of essential consumers' goods, as also reduce pressure of population on the land. The problem of rural unemployment which would increase in magnitude and

seriousness due to the introduction of improv ed techniques and rationalisa-ion of agriculture could be solved only by small scale industries.

Owing to the limitation of financial resources, non-availabilit / of capital goods from abroad, shortages of foreign exchange, shortage of raw materials etc., the development of large scale industries is bound to be slow and would be far inadequate to provide employment to all who are surplus on the land. The only possible way of finding gainful employment for them lies, therefore, in reviving our cottage industries.

In immediate future concentration of population in towns have to be prevented owing to their unhealthy and depressing character and this can only be done if opportunities are provided in rural areas to our under-employed-population for earning their living outside agriculture which would incidentally provide outlets for developing the personality of the producer and enable him to earn higher income to contribute to the growing welfare of the community. To revive our cottage industries, would mean not only a restoration of their original position in the national economy but modernising them by gradual introduction of mechanical gadgets, the provision of cheap rural electricity, propagation of research on improved tools and methods of production, a sound organisation for the purchase of raw materials, sale of products and finances and the widening of the markets for the sale of products both at home and abroad.

Type of Cottage Industries.—The cottage and small scale industries can be classified under the following heads :—

(i) Industries producing goods of artistic merit for internal and external markets.

(ii) Seasonal industries and other industries to provide spare time occupations.

(iii) Localised industries in rural areas.

(iv) Cottage and small scale industries which are subsidiary to large scale industries.

(v) Industries producing parts of finished products for large central assembling units.

Although Nos. (iv) and (v) are of very great potential importance they can be introduced only at a later stage when the rural population have got machine-minded The present programme as visualised in the Draft Outline is to concentrate on giving an impetus to the industries falling under categories (i) to (iii) care being taken to develop such cottage industries to start with, which can thrive mainly upon the ocal markets.

Our artistic industries should not be lost sight of as they are part of our national inheritance and need, not only to be preserved but developed as well.

Items of Production in Cottage Industries.— On the selection of suitable items of production in the cottage industries in a particular area depends the success of the whole programme. The production of a number of large scale industries at present is limited to the supply of raw materials which fall short of the total requirements of the country. Although the first choice for development would naturally fall on agro or processing industries in the rural areas but other cottage industries should be for development only after ascertaining that the raw materials to be employed in them are not in short supply and that their progress is not likely to be hampered on this score. The question of utilisation of raw materials at present in short supply in the various spheres of production should be looked upon not only from a local point of view but from a wider national aspect.

To produce goods and sell them in a market which is already being catered from some other source in the country would mean displacing the workers engaged in it at an unknown place thereby creating a further problem. It would, therefore, be necessary to find out such articles of manufacture which are either being imported from abroad or for which the new market is being created by improving the standard of living and the purchasing power of the people in the project area. It would thus provide an outlet for the surplus money in the hands of the people which they will have as a result of development in the agriculture and other fields.

The types of industries which can be started on a cottage or a small scale basis are given in appendix 1 from which selection could be made to suit the requirements of a particular area.

Inefficient production on cottage or small scale basis, even though it may engage comparatively a large number of people, is not to be encouraged.

Location of Industries.—In order to achieve a balanced spread of population, well-planned geographical distribution of industries is absolutely essential. Independent industrial growth should be ensured for each development block and convenient markets created for local products to provide sound basis for all round economic development. The location of industries in the past was largely the result of accidental factors but with the introduction of the new legislature the establishment of industries

employing more than 50 persons with power or 100 persons without power would have to be located in accordance with the judicious industrial policy of siting new industries keeping in view the national interest. It is to be directed by a Controlling Board set up by the Central Government. In a similar manner the State Governments and the Project Administration should ensure proper location of small scale industries also in the project areas.

With a view to expanding the industrial activities in the rural areas it would be necessary to ensure that new industries small or big are not allowed to be started in the already over-crowded towns when possibilities for establishing such industries exist in the rural areas. It would be most desirable to encourage such industries in the proposed Mandi Centres under the Community Development Projects where supply of cheap power would also be eventually available. This would also accelerate the natural growth of these Mandi Centres into rural-*cum*-urban townships. It should, however, be kept in view that the introduction of industries in the Mandi Centres are so conceived as not to destroy the already existing processing industries in the rural areas.

Role of Machines in Cottage Industries.—It has to be accepted that in the present day world machines have to come to stay and are to play an important role in our industrial development including cottage industries. In the first stage of our programme the sphere of production in cottage industries would necessarily be limited to consumers' good only, decentralised engineering production coming in at a later stage when the people in the rural areas get machine-minded. A large number of existing cottage industries can safely be mechanised to advantage resulting in increased and efficient method of production which are a pre requisite for the maintenance of high level in the cottage industries to have an assured place as an important sector of economic life. The mechanisation is to be gradual. It should keep pace with the increased opportunities for employment in the national development scheme, as visualised in the Outline, for the people rendered surplus by the introduction of machines. In the existing non-mechanised cottage indus-tries, a large portion of the finances required for mechanising the cottage industries wherever possible, is to be advanced by the Government on a long-term loan basis.

Mechanised cottage industries would provide a proper synthesis of the technical perfection of machine production with the artistic skill of the human hand and reconcile the need for the higher productivity while preserving human values. Thriving cottage industries would also constitute a market for the production of mechanical appliances to be used in these, thereby opening a new field for small scale engineering production.

Supply of Raw Materials.—The supply of raw materials for the cottage industries is of primary importance As has been stated before, the items of production other than agro industries should be mainly limited to the items for which the raw materials are not in short supply in the country, but local conditions would sometimes warrant violation of this in certain cases The States should ensure that the requirements of the cottage industries receive their due priority in the allocation of controlled commodities. In the case of non-controlled articles fixation of fair prices should be resorted to for the requirements of the cottage worker. In order that the vested interests may not exploit the defenceless position of the cottage worker by virtue of lack of financial sources and the consequent inability to meet speculative pressures and temporary slumps in the markets village cooperative organisations, Cooperative Banks for procurement of supplies, should be encouraged.

State Assistance.—To ensure a healthy growth of the cottage industries and proper integration of large and small scale industries the State has to play an important role specially in the fields enumerated below :—

(i) *Finance.*—As stated earlier long-term loans should be advanced to individual worker, groups or cooperatives for the efficient running of the industries as also for their mechanisation, out of the funds allocated for the purpose in the Draft Outline, It is suggested that this could be done through local Cottage Industries Board which would ensure their easy recovery. It may also be possible to foster the growth of Cooperative Banks in the project ereas for rendering efficient financial assistance to the cottage Industries.

(ii) *Technical Assistance.*—Technical assistance will have to play its role in increasing the effectiveness of the existing means of production, introduction of better methods and implements, as also in providing opportunities for the training of technical personnel. These would be ensured by having a training centre with an attached research laboratory in a project area. This institute would provide a regular flow of trained workers to man the cottage industries. The laboratory attached to these training centres would conduct experiments on new products as also on improved techniques in the existing industries. It would be a place where the workers could go and get all their technical problems solved including trials on new production or improved techniques. The results of the work done in the institute would also be made available to the workers through the multi-purpose man, the village level worker. The industrial cooperative organisations in the area would also form a good media to

propogate these results. In certain cases, a central institute for the entire State may have to be created to tackle the problem on the State level. It may also be possible to refer certain problems to the existing All-India Research Institute for their solution.

(iii) *Protection from competition.*—The products from the cottage and small scale industries in the initial stages of their development are likely to be comparatively costlier than those produced in large establishments. With a view to giving an impetus to cottage industries it would be desirable to afford them a shelter against competition to a certain extent. This may be in the form of reserving the production of certain goods or variety of goods for these industries in selected areas This reservation should in no way be a premium on inefficiency of production. It should ensure that the ultimate cost to the consumer is reduced as far as possible.

(iv) *Marketing of cottage industry products.*—It has been proposed earlier that one way of securing an assured market for cottage industry products would be to reserve certain varieties of production to them. This by itself may not be enough as the purchaser may avoid varieties so reserved unless they come up to his expectation in respect of quality, durability and price. The State Governments can provide a suitable and a sure market for the cottage industry products. In this connection it is relevant to point out that the Government of India has accepted the policy of patronising products from cottage industries under certain conditions and within certain limits even though they cost more than the corresponding products of large scale industry. A similar directive has also been sent by the Government of India to the State Governments.

It may also be of advantage to examine whether it is possible to decentralise certain items of production at present being undertaken in the Government owned factories and put them into the hands of the cottage workers.

Implementation.—The State Governments are primarily responsible for the preparation and execution of schemes for the development of cottage industries. The Central Committee would provide necessary coordination and advice through the experts on its advisory body for the execution of their programmes.

The State Governments would select the industries from the stand-point of their need and the cost of development in the project area. They would also formulate a plan for starting of training centres-*cum*-research stations for conducting experiments on new industries as also on improved

techniques on the existing methods of production. They should set up a machinery through respective Industries Directorates to ensure regular supply of raw materials, grant of financial assistance, marketing facilities, technical assistance etc. This machinery may take the form of State Cottage Industries Board consisting of the representatives of the Industries Departments, non-officials representing producers, the general public and the cooperative institutions in the State. The State Cottage Industries Board may create some village industries committees also consisting among others, senior constructive workers experienced in village industries which may mobilise public opinion on the problems relating to cottage industries and may assist the Board in the execution of the policy and programme in relation to cottage industries. The training and the experimental centres would run under the direct supervision of this Board. It would set up an organisation to assess the development of the various industries from time to time and publish periodical reports. It is absolutely essential that such periodical reports should be widely circulated and given publicity in the various organisations in the State as also to other States through the C.P.A. It may be possible at a later stage for the C.P.A. to bring out a periodical pamphlet to provide a medium for the exchange of notes and for the publicity of advances made by the various States which could be taken advantage of by others.

To encourage progressive ideas and good work done by certain people in the field of cottage industries it would be desirable for the State Governments to announce certain incentives in the form of oriental title like "Udyog Visharad" and/or monetary prizes to the workers who show exemplary work in the field of cottage industries.

An efficient planned programme giving full employment to the resources of the country both in materials and men left surplus, after providing for the requirements of the agriculture, is the stern necessity to be kept in view.

APPENDIX 1

List of small-scale or Minor Industries

I. Food and Allied Industries

1. Agricultural implements, ploughs, ploughshares, axes, sickles, etc
2. Bakery, biscuits, cakes, etc.
3. Bee-keeping (agriculture), honey and beeswax.
4. Bird rearing.
5. Charcoal, firewood, etc.
6. Confectionery—sweets.
7. Cultivation of vegetables, fruits and flowers (wherever possible, every rural family must try to have a small vegetable and fruit garden).
8. Dairy farming—milk and milk products, such as butter, cheese, ghee and marketing the same.
9. Dehydrated fruits and vegetables—dried fruits and dried vegetables.
10. Duck breeding.
11. Fisheries (pisciculture)—fish oils, fish curing, fish canning, dry fish, etc.
12. Flours and starches.
13. Food products—spices, condiments, pickles, sauces, etc.
14. Fruit canning.
15. Jaggery manufacture—gur making from sugacane, date palm and cocoanut tree, hand-made sugar, sugar candy, etc.
16. Jams, jellies and preserves.
17. Livestock breeding—cattle, sheep and pig breeding (animal husbandry).
18. Malted foods.
19. Manures—oilcakes, bonemeal, farmyard manure, compost, etc.
20. Meat marketing.
21. Nursery.
22. Oil-pressing.

23. Paddy husking and pounding.
24. Poultry Farming.
25. Rice and flour milling.
26. Salt manufacture.
27. Syrups, ærated water, ice-making etc.
28. Tinned Powdered Foods.
29. Potato or tapioca glucose.

II. Clothing and Allied Industries.

1. Apparel and ready-made clothing (includes sarees, dhoties, etc.)
2. Artificial flowers.
3. Bangles—glass, lac, etc.
4. Bedding—upholstery.
5. Blanket weaving.
6. Block engraving for cloth printing.
7. Brushes.
8. Button making—cut of mother-of-pearl, horns, shells, brass, tin, etc.
9. Calico printing.
10. Canvas shoes.
11. Carpet weaving.
12. Cotton ginning and pressing.
13. Embroidery, knitting, crochet and needlework.
14. Gunny making from jute, from homp-jute canvas.
15. Hats and caps.
16. Hosiery.
17. Laces (also including shoe's lace making).
18. Laundry and cleaning clothes.
19. Leather goods making—boots, shoes, chappals, slippers, bedstraps, etc.
20. Leather tanning.
21. Linen goods.
22. Ornaments and jewellery (including bangles, combs, etc.)
23. Sacking and sail cloth.
24. Seam quilt making.
25. Silk-worm rearing.
26. Silk reeling.
27. Silk weaving.
28. Spinning, including charkha.
29. Tailoring.
30. Umbrellas and umbrella handle making.
31. Weaving—(1) cotton, (2) Woollen, (3) Tussors, (4) Jute, (5) hand and power looms.

32. Woollen fabrics—woollen goods.
33. Wool clipping and grading.
34. Zarri work on clothes, shoes, hummas etc.

III. Housing and Allied Industries

1. Bamboo work, including garden furniture.
2. Bell metal work.
3. Brick and tile making.
4. Cane furniture—also cane and basketware, matting.
5. Candles.
6. Carpentry and cabinet making
7. Carving—ivory, wood and stone.
8. Cement industries for village purposes—windows, ventilators, benches, drain pipes, water closets, fencing etc.
9. Ceramic industries—crockery, chinaware, etc.
10. Coir—coir-making, rope, etc.
11. Furniture manufacture—cots, benches, railway sleepers, etc.
12. Glass articles—window screens, etc.
13. Hardware such as hinges, tower bolts, hasp and staple, door handles etc.
14. House building, various occupations connected with it including building materials such as bricks, tiles, etc.
15. Lime burning.
16. Lock making
17. Maintenance of a work shop.
18. Metalware—vessels of iron, steel, copper, brass, aluminium etc.
19. Paints.
20. Picture frame making.
21. Pottery—village pottery and clay products.
22. Smithy.
23. Stone work—including grinding stones, stone carving.
24. Timber work.
25. Tin plate goods
26. Sheet Metal works—trunk, bucket, can making.
27. Woodenware—wooden sandals, vessels, etc.
28. Wood sawing.
29. Wooden boats.
30 Turned wooden articles.

IV. Chemical Industries

1. Extraction of medicinal herbs.
2 Manufacture of active carbon.

3. Manufacture of ink.
4. Sodium carbonate.
5. Hydrochloric acid and Nitric acid.
6. Alums, iron and copper sulphate, sodium silicate.

V. Miscellaneous and Unclassified Industries

1, Agarbatti-making.
2. Articles used in games and sports.
3. Bidis—also tendu leaves (for manufacturing bidis), its curing, pressing and packing.
4. Bicycle parts.
5. Brushes—hair, wire, banister-painting.
6. Carcases disposal.
7. Cardboard box-making.
8. Cigarettes, cigars, etc.
9. Clay-modelling.
10. Counch shells, bangles etc.
11. Crayons.
12. Cutlery—Tin shears, forks, knives etc.
13. Drugs and medicinal herbs.
14. Dyes—vegetable dyes and pigments.
15. Electrical Goods— conduct pipe, clips etc.
16. Electro-plating.
17. Engraving on metals.
18. Enamelling.
19. Fire works.
20. Fly-shuttle looms making.
21. Glass and glasswares (those not included in house hold industries).
22. Glue, gelatine and resins.
23. Gold and silver smithy, wire-drawing.
24. Hand-made paper and pulp.
25. Hand-stick making.
26. Images—metal, plaster of paris etc
27. Inks., ink-pads (for rubber stamps), etc.
28. Kattha-making.
29. Lacquers, varnishes and paints
30. Lapidary work.
31. Manufacture of containers.
32. Matches—match factory on a cooperative basis.
33. Mats—Bamboo mats, more-mats. screen pine mats, palmyra mats, etc.

34. Marbles—slate stones, slabs (slate sheets).
35. Metalwares, including precious metals.
36. Mica splitting.
37. Motor body-building.
38. Musical instruments—stringodor road.
39. Painting on planks and glass.
40 Pearl-fishing.
41. Pencil-making, lead pencils, slate and slate pencils.
42. Perfumery—essential oils and scents.
43. Pith works—pith hat, garlands, flowers, etc.
44. Printing and allied trades—book-binding, block-making etc.
45. Road and drain construction—village water supply construction and repairs.
46. Rubber goods and latex including stamps etc.
47. Scissors.
48. Shollac or lac—rosin and turpentine.
49. Shoe and boot polishes.
50. Soap-making,
51. Straw, feather industries.
52. Surgical instruments.
53. Tobacco for chewing, smoking, including tobacco curing, pressing and packing and snuff-making.
54. Toys and dolls—of wood, cloth, marble, ivory, bones and horns.
55. Steel products, rat traps, cages, safety pins, Pins, clips.
56. Sewing machines.
57. Fibre industry.

Financial And Accounting Procedure

"Community Projects—A Draft Outline" visualises that an attempt will be made throughout the programme—at all levels and at all stages—to seek the people's participation in the programme and to make the best use of the existing executive and advisory agencies under the Central and State Governments. The executive responsibility for the implementation of the projects as a whole will vest in the Administrator. The executive "machine", of which the Administrator will be the head, will consist of components at State, District and Project levels The efficient functioning of the executive "machine" will depend firstly on each component confining itself to its own prescribed sphere of duties and secondly each component performing its duties efficiently.

The organisational pattern of the executive "machine" in so far as the relation between its various components are concerned will be based on

the rule "allot it to a man, fix his authority and let him have a free hand within that authority. Give advice only when necessary. Note carefully without interference how the work is being done." While prescribing the sphere of authority for each component the primary consideration should be to evolve a *workable* system that will ensure *control* in a straight line method over the activities in various stages of implementation of a project and not unnecessary *interference.*

Keeping in view the foregoing requirements, this chapter outlines the procedure for allocating funds for the implementation of community projects and the proposed financial powers of the executive authorities at State, District and Project levels.

Project Budget—The State Government will submit to the Central Committee for approval separate budget estimates for each community project The budget for each community project will consist of estimates under the heads as detailed in Annexure I and they will be in the form given in Annexure II. They will be accompanied by a consolidated proforma for community projects in the form of Annexure III.

Annexure II will present the budget estimates for the first year and the forecast expenditure for the second and third years. In the case of this proforma for subsequent years the revised and actuals of the previous year and the budget estimate for the next year will be given.

Apart from the budget estimates mentioned in the previous paragraph a separate proforma would be submitted for the staff expenditure at head-, quarters by a State Government in connection with the Community Projects Administration.

The following basis for revision or reappropriation of different allocations approved by the Central Committee will be adopted :—

1. No revision of approved estimates between loans and grants will be permissible unless approved specifically by the Central Committee.
2. Reappropriations between the heads prescribed in Annexure I will be permissible only with the approval of the Central Committee.
3. Reappropriations within sub-heads of a head mentioned in Annexure I, will be permissible with the approval of the State Government, and it will be for the State Government to decide to what extent these powers may be exercised by the

Development Commissioner in charge of the administration of the community projects in the State.

This power of reappropriation will, however, be subject to the following conditions :—

(a) Such conditions as may be laid down by the Central Committee for reappropriation between rupee and dollar expenditure.

(b) No additional staff except as provided in the estimates will be appointed except that the Development Commissioner may have powers to create temporary non-gazetted posts for a period not exceeding six months and on a salary not exceedng Rs. 250 per mensum in cases of extreme emergency. The total expenditure on such additional staff in any one year will not exceed Rs. 5,000.

ANNEXURE I

MAJOR HEADS :—

I. State Headquarters Staff

II. Community Projects

A. District Project Headquarters

B. Agr. and A. H. Extension

C. Irrigation

D. Reclamation

E. Health and Rural sanitation (including drinking-water supply).

F. Education.

G. Social Education
(Villagers' participation
Adult Education
Recreation Information)

H. Communications

I. Rural Arts, Crafts and Industries

J. Training

K. Works

L. Loans and Advances under above heads.

ANNEXURE II

COMMUNITY PROJECTS ESTIMATES

1. State
2. Name of the Project
3. Area of the Project
4. No. of villages
5. Population

6. Name of the Scheme
7. Brief Description of the Scheme
8. Total expenditure on the Head:

Items	Non-recrring			Recurring		
	1952-53	1953-54	1954-55	1952-53	1953-54	1954-55
	Budget Estimate	Forecast		Forecast		
Equipment* .		..	...	...	..	...
Supplies* .	.:.	..	...	..	...	..
Work . .	...	..	...	..	..	..
Staff* .	..	..	...	...	...	...
Total .	...	..	..	...	...	..
Recoveries anticipated †	..	...	..	..	..	..
Rupee Expenditure in India, including States' share.	. ..	...	...	..	..	..
Dollar expenditure abroad	..	...	..	..	...	...
Total .	...	...	...	...	..	..

Allocation of Expenditure

Loans to State Governmnets‡	..	...	–	..	...	..
Grant in aid by Government of India . . .	..	..	..	..	..	...
State's share . . .	..	...	..	..	..	..
Total	..	..	...	..	..	..

*Separate statements showing details of equipment, supplies, works and Staff (Nos., Pay Scales, Allowances etc.) should be furnished.

†Recoveries anticipated after the year 1954-55 should be shown in a separate statement.

‡Details of items for which loans are required together with the period of repayment should be furnished.

This statement will give budget estimates for the year to which the statement relates and for previous years will give revised or actual and for future years will give a forecast of expenditure.

Quarterly statement of expenditure.—For the purpose of enabling the Central Government to make periodical advances to State Governments, Development Commissioners should furnish in respect of every quarter-year certified statements of expenditure under main heads, distinguishing loans and grants. They should also indicate the estimated expenditure for the subsequent quarter-year. On the basis of this information, advance payments will be made by the Central Government.

Delegation of powers—It is suggested that Development Commissioners should have the following administrative and financial powers. Enhancement or abridgement of these powers might be necessary to suit local conditions and variations.

(1) Full powers of the "Head of a Department" under Fundamental and supplementary Rules and General financial Rules.

(2) The powers enjoyed by the Chief Engineer of Public Works Department in the matter of departmental execution of construction works.

(3) Full powers for making purchases of stores, and capital equipment within the frame-work of the sanctioned "Detailed Estimates", it being understood that materials will be procured according to the prescribed policy of the Government on the subject.

(4) Full powers for making appointment to salaried posts carrying a pay scale, the minimum of which does not exceed Rs. 250 per month subject to the usual course of recruitment as prescribed by the Central and State Government.

2. With a view to avoiding frequent references to the Development Commissioners on points relating to the day-to-day administration, and on matters involving expenditure for the implementation of the schemes, it will be necessary and convenient to delegate the following administrative and financial powers to the officers responsible for the implementation of Community Projects at District and Project levels.

Powers	Name of Officer	Extent of powers
(1) Powers of the 'Head of an office' under F.R. & S.R and Drawing and Disbursing Officer for the Project	Project Executive Officer	Full Powers
(2) To sanction expenditure on works	*District Development Officer	Powers as are enjoyed by a Superintending Engineer of P. W. D within the limits of the sanctioned 'Detailed Estimates'
(3) Ditto	Project Executive Officer	Powers as are enjoyed by an Executive Engineer of P.W.D. within the limits of the sanctioned Detailed Estimate'
(4) To sanction casual leave	(1) District Development Officer (2) Project Executive Officer	Full powers in respect of Government servants working under them
(5) (a) To sanction earned leave including leave without pay and allowance	District Dev. Officer	Full powers in respect of all Government servants working under him
(b) Ditto	Project Executive Officer	Full powers in respect of non-gazetted Government servants and 7 days at a time in respect of gazetted Government servants working under him
(6) (a) To make appointment to salaried posts	District Dev. Officer	Full powers in respect of posts carrying a pay scale, the minimum of which does not exceed Rs. 30 p.m. subject to the usual course of recruitment as prescribed by the State Governments
(b) To make appointment to salaried posts	Project Executive Officer	Full powers in respect of posts carrying a pay scale the minimum of which does not exceed Rs 55 p m. subject to the usual course of recruitment as prescribed by the State Governments
(7) (a) To sanction earned increment according to prescribed rules, in respect of salaried posts	District Dev. Officer	Full powers in respect of all Government servants working under him

NOTE—*The proposed powers for the District Dev. Officer may be delegated to the Project Executive Officer where the former officer is not appointed as would be the case in most of the present areas.

Powers	Name of officer	Extent of powers
(b) To sanction earned increment according to prescribed rules, in respect of salaried posts	Project Executive Officer	Full powers in respect of all non-gazetted Government servants working under him
(8) (*a*) To accept resignation of non-gazetted Government servants	District Dev. Officer	Full powers in respect of Government servants holding posts, appointments to which are made by him
(b) Ditto	Project Executive Officer	Full powers in respect of Government servants holding posts, appointments to which are made by him
(9) (a) Witholding of increments in respect of Govt. servants.	District Dev. Officer	Full powers in respect of Government servants holding posts. appointments to which are made by him
(b) Ditto	Project Executive Officer	Full powers in respect of Government servants holding posts, appointments to which are made by him
(10) To allow mileage allowance by a route other than the shortest or cheapest route	District Dev Officer	Full powers only in respect of non-gazetted Govt. servants, which are under his control
(11) (a) To act as Controlling Officer under Supplementary Rules for travelling allowance claims	District Dev. Officer	Full powers in respect of Government servants working under him
(b) Ditto	Project Executive Officer	Full powers in respect of non-gazetted Govt. servants working under him
(12) (a) To require medical-certificate of fitness before return from leave	District Dev. Officer	Full powers in respect of all Govt. servants working under his control
(b) Ditto	Project Executive Officer	Full powers in respect of all Govt. servants working under his control
(13) To sanction write off of stores	District Dev. Officer	Upto Rs. 20 in each case and Rs. 150 in a year for one single item provided the losses are not due to theft, fraud or negligence

Powers	Name of officer	Extent of powers
(14) To determine the number of workers to be employed on daily rate of wages on works other than constructional	District Dev. Officer	Full powers within the frame work of sanctioned estimates
(15) (a) To fix wages of daily rate workers	District Dev. Officer	Full powers subject to market conditions
(b) Ditto	Project Executive Officer	Upto a maximum of Rs. 4/- per diem
(16) To fix the piece rate of individual workers on works other than constructional.	District Dev. Officer	Full powers within sanctioned estimates
(17) (a) To discharge or accept resignation of workers on daily-rates of wages	District Dev. Officer	Full powers
(b) Ditto	Project Excecutive Officer	Full powers
(18) (a) To sanction increment of wages to workers	District Dev. Officer	Upto a maximum of As. 8 once every six months
(b) Ditto	Project Executive Officer	Upto a maximum of As. 4 once every 6 months provided the total wage after increment does not exceed the limit upto which he is competent to fix the wage of a worker
(19) To fix piece-rate of work for a group of workers (other than construction work)	District Dev. Officer	Full powers within sanctioned 'Detailed estimate'
(20) (a) To sanction expenditure on maintenance works	District Dev. Officer	Upto Rs. 500 for a single item of work within sanctioned estimates
(b) Ditto	Project Executive Officer	Upto Rs. 200 for each item of work within sanctioned estimates
(21) (a) To incur expenditure on the purchase of stores	District Dev. Officer	Upto Rs. 15,000 for a single item of raw material where the purchases are made against sanctioned works Upto Rs. 5,000 for a single item of raw material, where the purchases are made for stock pile. Upto Rs. 5,000 for a single item of capital equipment within sanctioned 'Detailed Estimate'

Powers	Name of officer	Extent of powers
(b) To incur expenditure on the purchase of stores	Project Executive Officer	Upto Rs. 5,000 for a single item of raw material where the purchases are made against sanctioned works. Upto Rs. 1,000 for a single item of raw material where the purchases are made for stock pile. Upto Rs. 1,000 for a sigle item of capital equipment within sanctioned. 'Detailed Estimate'
(22) (a) To sanction contingent expenditure on items not specifically mentioned elsewhere	District Dev. Officer	Upto Rs. 200 for a single item of non-recurrig nature and Rs. 50 per month for a single item of recurring nature
(b) Ditto	Project Executive Officer	Upto Rs. 100 for a single item of non-recurring nature and Rs. 10 per month for a single item of recurring nature
(23) (a) To sanction expenditure on advertisement charges	District Dev. Officer	Upto Rs. 500 in a financial year
(b) Ditto	Project Executive Officer	Upto Rs. 200 in a financial year
(24) (a) To sanction expenditure on demurrage charges	District Dev. Officer	Upto Rs. 100 for a single case subject to the condition that the demurrage charges are not due to the negligence of any Govt. servant
(b) Ditto	Project Executive Officer	Upto Rs. 50 for a single case subject to the condition that the demurrage charges are not due to negligence of any Govt. servant
(25) (a) To sanction expenditure on local purchase of stationery	District Dev. Officer	Upto Rs. 10 per month in each case subject to a limit of Rs. 200 in any financial year.
(b) Ditto	Project Executive Officer	Rs. 5 p.m. in each case subject to a limit of Rs. 50 in any financial year
(26) (a) To sanction expenditure on purchase of non-official publications	District Dev. Officer	Upto Rs. 150 per annum

Powers	Name of officer	Extent of powers
(b) To sanction expenditure on purchase of non-official publications	Project Executive Officer	Upto Rs. 100 per annum
(27) (a) To sanction expenditure on liveries, clothing and other articles	District Dev. Officer	Full powers subject to the general orders of the Govt. issued on the subject from time to time
(28) (a) To sanction expenditure on repairs to motor vehicles	District Dev. Officer	Upto Rs. 500 per vehicle per annum
(b) Ditto	Project Executive Officer	Upto Rs. 200 per vehicle per annum
(29) (a) To sanction expenditure on purchase of Misc. stores for office use, such as tumblers, water-pots, etc.	District Dev. Officer	Upto Rs. 200 at a time
(b) Ditto	Project Executive Officer	Upto Rs. 100 at a time
(30) (a) To sanction expenditure on upkeep of type-writers, calculating machines etc.	District Dev. Officer	At the rate of Rs. 2 per mensem per machine
(b) Ditto	Project Executive Officer	At the rate of Re. 1 per-mensem per machine
(31) (a) To sanction expenditure on repairs to erection and removal of machinery, equipment and repairs to furniture and fixtures	District Dev. Officer	Full powers within sanctioned 'Detailed Estimate'
(b) Ditto	Project Executive Officer	Upto Rs. 200 in each case of repairs, erection, removal etc.
(32) (a) To sanction expenditure on the purchase of furniture and fixture. The limit shall apply to the cost of furnishing one office	District Dev. Officer	Upto Rs. 300 within sanctioned 'Detailed Estimate'
(b) Ditto	Project Executive Officer	Upto Rs. 100 within sanctioned 'Detailed Estimate'
(33) To prescribe a Govt. servants headquarters	District Dev. Officer	Full powers in case of non-gazetted Govt. servants

Quarterly progress report of work done in the project—There will be a progress report in respect of all schemes undertaken in the area with any additional information that might be necessary. The exact form in which this is to be prepared will be settled shortly in consultation with State Governments.

EVALUATION PROGRAMME

For the Community Development Projects to achieve their objectives as rapidly and efficiently as possible, it is essential that full advantage of experience is taken as the programme develops. It is likely that some of the improved practices recommended will not be adopted quickly by the villagers. Then it is important to learn why they are not adopted. Perhaps the methods used to acquaint them with the advantage of the practices or how to adapt them to their own conditions were inadequate. Or perhaps the adjustment requires considerable cash expense or special equipment or seed or some other factor which is not easily available. Whatever are the obstacles, they must be identified and steps taken to overcome them as quickly as possible. Otherwise efforts to promote adoption of that practice are wasted.

Experience likewise will demonstrate that some extension methods are more effective with particular groups or subjects than others. Progress of the programme can be speeded by concentrating upon those methods proving most effective for each kind of situation — in current operations and in the training of new project staff.

To take the fullest advantage of experience, we must keep the strengths and weaknesses of the Community Development Projects under continuous analysis. Each village extension worker, supervisor, subject matter specialist and administrative officer should take care to evaluate his own work critically and thoroughly week by week, month by month, and year by year. Systematic analysis of our own experience is the best way to make our future efforts more effective. A little time spent today in thinking over yesterday's mistakes and successes usually will carry one farther than a great deal more time spent tomorrow plunging thoughtlessly ahead on a set course.

Self-evaluation, essential though, cannot yield the full benefits of operating experience. Its use is limited largely to the individual worker. And its scope is limited to that individual's range of experience. Much also is to be learned from the experience of others.

We need, therefore, to provide for the pooling and exchange of experiences. Within the project, this can be done quite effectively as a part

of the regular work of the supervisors and subject matter specialists supplemented by periodic group meetings of village extension workers and rest of the project staff. Each supervisor has responsibility for evaluating the programmes carried out by the several village workers in his area and for assisting each of them to select those extension methods best suited to the conditions in his villages. Each subject matter specialist likewise has responsibility for continuously evaluating the work being done in his particular field and to keep the village extension workers informed of the practices yielding the best results and methods proving most effective in stimulating villagers to adopt them. Group meetings provide opportunity for group evaluation and discussion, for the exchange of experiences.

These, personal contact and group meeting, methods are not practicable, however, for pooling experiences from a number of projects. And even within a project area comprising 100 or more villages, the systematic collection and analysis of much of the data needed by the Project Executive Officer and his staff for planning future work is a sizeable task and one which requires special skill. It has been decided, therefore, to establish a special Evaluation Programme Organisation to carry out a comprehensive and continuous evaluation of the progress of Community Development Projects.

The Evaluation Programme Organisation will be established as a seperate branch of the Planning Commission but will maintain close co-ordination with the Community Projects Administration at all times. It may appear a bit strange that responsibility for analysing the strong and weak points of the community development programme and evaluation of the progress made towards achieving its primary objectives should be assigned to another agency. It is felt, however, that this arrangement has many advantages. Chief among these is the greater relative objectivity attained—actual and apparent. No man can be as objective about anything which concerns him personally as he can about those which concern another. All that any one wants from this evaluation programme is the best possible basis for making the Community Development Projects contribute their maximum to increasing food production bettering village living and promoting the overall economic and social progress of the country. It is believed that an organisation, staffed with persons specially qualified in evaluation principles and methods, not concerned directly with the administration of the development projects, will be able to perform this function more satisfactorily than could the Community Projects Administration itself.

In addition the importance of public understanding and appreciatoin of the results obtained by the Community Development Projects must not be minimised. This is a programme of the people. It is the approach they have chosen, through their elected representatives, as the primary means for securing the benefits of rural development. The people's confidence in the worthwhileness of continuing the community development programme and making the additional investment needed to bring more and more areas under intensive development depends basically upon their *knowing and believing*, the facts about the results obtained. It is inevitable that information put out by any organisation about its own programme is dicounted by the public mind. Therefore, if the results of the Community Development Projects are analysed and published by an independent "unbiased" organisation, we may be certain of their being more generally accepted at face value.

Details of the Evaluation Programme Organisation and procedures for evaluating the community development programme are being finalised. Present thinking is that about 30 projects should be selected for intensive evaluation, one to be located in each principal economic area. A competent *Indian* social science analyst will be assigned to carry out the evaluation work in each of the projects selected. This person will be member of the staff of the Evaluation Programme Organisation but will be administratively responsible to the Project Executive Officer. This will facilitate administrative supervision and liaison between the Project Evaluator and members of the project staff.

It is intended that each Project Evaluator will collect from villagers, project records and other available sources, the data required for the country-wide evaluation studies and forward them to the Centre for inclusion in the overall analysis. This data and his evaluation of the various phases of the project operations will be freely available to the Project Executive Officer and other members of the project staff. Within limits of available time, he also will make studies of special problems at the request of the Project Officer. The Project Evaluator will be given ready access to all project records. Except for these regular project records, however, the development project staff will not be expected to collect any data for the evaluation studies. There will be a distinct mutual advantage, however, from the project staff discussing freely and frankly with the evaluator their particular problems. The evaluator's only objective is to help improve the effectiveness of the Community Development Projects in general and the one to which he is assigned in particular. He can help the project administration and the project administration can help him.

In addition to the personnel assigned to the projects, the evaluation field staff will probably include say about 5 regional supervisors. These supervisors will help the project evaluators get started on new assignments. maintain uniformity in methods and materials, and advise the Development Commissioner and other State officials on the interpretation and use of the results obtained from the evaluation studies.

At the Centre will be a Director and several social science analysts. The Director will have administrative responsibility for carrying out the evaluation programme and for maintaining coordination with the Community Projects Administration, the U. S. Technical Cooperation Administration, and the Ford Foundation which is cooperating in planning and conducting this evaluation programme.

Present plans are to concentrate the overall summarisation and analysis at the Centre in the interest of economy and uniformity. The results of the analysis with some special tabulations will then be made available for the use of the Community Projects Administration, and that of the project staff. The evaluation programme is execpted to give the Community Projects Administration some very useful tools for carrying out successfully the development work.

"PEOPLE'S PARTICIPATION" THE CRUX OF THE PROGRAMME

The basic question.—While inaugurating the Conference of the Development Commissioners on Community Projects, the Prime Minister posed a basic question. He asked—

> "Is it just another scheme of the many schemes—good schemes—that we have, in which we shall do our day's work and leave the rest to consequences, or is it something more than that? Is it something which you will direct from above as Administrator, Development Commissioners, Central Committee, Planning Commission and so on, or is it something in which you will succeed in unleashing forces down below which come right up from our people and do that work?"

The Prime Minister himself provided the answer to the question. He said—

> "Forces unleashed without definite aims and without proper co-ordination sometimes may yield good results, sometimes bad. A good lead from the top and a good organisation from the top is obviously necessary and essential and yet it may be completely useless unless those forces are released from below. I do consider that the scheme of Community Projects is something of very great importance not merely because you can sum up, and write down on paper the material achievements of such a project which I hope will be considerable and good--all the additional food grown, the houses built, tanks, wells and so on. You can make a list of them and it is pleasing to see that list, but somehow my mind gropes beyond that list to the man, woman or child behind it. The house may be good, but it is the builder of the house that counts ultimately, not the house or even the occupant of the house. Therefore, it is to the builder my mind goes and we want to make the people of India all builders. So, this scheme of Community Projects appears to me to be something of vital importance not only in the material achievements that they would bring

about, but much more so because they seek to build up the community and the individual and to make the latter a builder not only of his own village centre but in the large sense of India."

Limitations of Governmental action.—Under the Community Project, Government will sponsor the programme of agricultural extension service, irrigation canals and wells, roads, culverts and bridges, wells and protected tanks for drinking water, schools, hospitals, adult education and recreation facilities, drainage and anti-epidemic measures and a multitude of other programmes, all aimed at promoting the well-being of the community. Physically these can certainly be achieved over the limited areas coverd by the initial set of projects. But the crucial fact remains that amenities once established have to be maintained, if these are to continue serving the purpose for which these are being sponsored. Besides, these have to be expanded from their present limited boundaries to cover the country as a whole, for there is no room for prosper ity islands on land in a Welfare State. India is a sub-continent and therefore the larger programme will involve an enormous amount of money. It may be contended that money can be printed on paper. But money has no meaning unless it has proportionate backing in exact measures of the productive labour of the people. The question therefore turns back to the answer offered by the Prime Minister himself. The Community Project as he has visualised will have to produce men, women and children who could become the builders and upholders of their own destiny and logically the builders and upholders of the destiny of India as a whole.

India is a land of the greatest diversity. This diversity has been her greatest asset as also her greatest disability. When this diversity has been integrated to a common purpose, the nation as a whole has blossomed in every phase of life. When this has been exploited for individual, sectional or regional interests the nation has fallen apiece and has provided victuals for others. The topographical and climatic conditions in India vary from State to State and at some places even from District to District. The language of the people as also their mode of behaviour vary not infrequently from tehsil to tehsil. The richness of the mind and spirit of the nation that these signify will constitute the greatest bulwark against an effort at the collectivisation of the people, just as they will also prove the richest factors for creation if an effective approach could be made to let the people blossom in their own creative ways and find for themselves the patterns of life which suited them best.

Countryside is the key to prosperity.—India is a land of villages, because villages house 82 per cent. of her population. The ratio of population between the villages and the towns cannot be altered radically unless a new world could be discovered, which could provide a colony for the townsmen to live upon. Planning for India, therefor, will have to be designed for her villages. Towns as already exist or those that have to be planned anew will have to subserve the interests of the former. The reverse process will not work, indeed will be fatal. If democracy has a meaning, number should count. Therefore the plan for the development under the Community Project will have to be based on the villages and the people of the villages must be made the architects of their own plan, and the engineers and masons for the execution of the same.

Workers in the Community Project, majority of whom will be townsmen unavoidably must needs therefore undertake their task with humility The essence of the Community Project is that it is a plan of the people, for the people and by the people. The plan must, therefore, be drawn by them and not by the project staff from above. The project staff and their principles behind must act only as specialists, guides and advisers. "Community Projects—A Draft Outline", as has already been emphasised, is only a rough guide for reference. It should by no means be used as a rigid pattern for duplication in every area.

The villagers as a whole throughout India have lived, at least during the past century, as dumb and mute animals to provide nourishment for the townsmen and their patrons abroad. The project will, therefore, have to begin with the unshackling of the bondage, with the heralding of the message that the "Mai Bap Sarkar" from abroad is dead and gone, that a new regime has come into being according to which the people of the villages, according to the rights of democracy hold today the reins of decision as to their destiny both within and wihtout. They will have to be told in clear and unmistakable terms, that the policemen and the magistrates are no longer the objects of fear and tyranny so long as they act within the bounds of law and order, that the patwari and civil supplies officer, agricultural and fisheries inspector, the doctor, veterinary assistant and the sanitary inspector are there to serve him and not to extort, that the black-marketeer and the antisocial element can survive at his cost only if he fails to wake up to the new realisation and to act up to the new obligations.

The man in the village is still in sound health. Relieved of fear he can rise to efforts and standards of achievements which are beyond prediction.

The same people built temples and mausoleums in ages when the bulk of the world was engaged hunting in the jungles. The temples can be built once again.

The survey staff must be the harbingers of this message to the project area. The plan must be drawn by the people with the assistance of the project staff. The plan must be implemented by them in a like manner.

The Community Development Programme aims at the establishment of a suitable organ to ensure participation of the villagers at the planning stage. It contains provisions for the setting up of a Project Advisory Committee. It is intended that the Project Advisory Committees should be as representative as possible of all the non-official elements within the project area. In addition to the principal officials serving in the project area, the Project Advisory Committee may consist of :—

1. The local Members of the Parliament.
2. The local Members of the State Assembly.
3. The local Members of the District Board.
4. A specified number of representatives from the Village Panchayets in the area.
5. A specified number of representatives from the Multipurpose Co-operative Societies in the area.
6. A specified number of representatives from the Bharat Sevak Samaj Organisation as and when it comes into being.

The same pattern may be reproduced in gradual stages in the blocks and the villages as the respective local elected bodies become operative in these lower units. This arrangement will appear to set up a pattern which will be in complete conformity with the idea of the village production councel which is visualised for the villages in the first Five Year Plan and which will include all the possible representative elements based on democracy, cutting out nomination by officials, as far as possible. There may be left room for co-option being vested in the elected bodies.

It is possible that conditions in the project area may not be ripe in the initial stages to enable the Panchayets and Multipurpose Co-operative on Societies to elect their representatives on the Project Advisory Committee. It is, therefore, suggested as an interim measure that instead of election, a specified number if members from both these bodies may be nominated by the Collector of the District with the understanding that these members will be replaced by regular election after a specified period of time.

In securing participation of the villagers in the execution of the programme, the Community Projects Organisation will have recourse to the volunteer organisation to be known as the Bharat Sevak Samaj, which is likely to be set up in the project area on the lines indicated in the pamphlet recently circulated by the Planning Commission.

Villagers contribution to the programme.—As visualised in the Draft Outline the target amenities which at best, are of a very modest standard, will demand efforts equivalent to many times the finances provided for in the Government budget for the project. The project area consists of an average of 2,00,000 people, which will mean about 50,000 employable adult male workers. As things exist today, it will be safe to assume that these 50,000 workers have on an average about half the year as idle time in their hands. If even quarter of this idle time could be harnessed for voluntary effort or self-help in programmes which are their own, and if the wages for an eight-hour day are assumed to be Rs. 1/8/-, it would mean that the people's contribution through their effort alone will amount to more than Rs 70 lacs during the three year period. To this can be safely added the voluntary self-help of the 50,000 able-bodied women and the surplus earnings of the people both out of the project work as also from the normal sources, which can be invested in self-financing projects by the people for themselves. If we assume that the people can contribute Rs. 130 lacs of their own effort and of surplus earnings as against the Rs. 65 lacs provided by the Government, the estimate will not be unduly optimistic. This has to be done. This alone will provide the test whether the Community Project is a people's plan or it is a plan foisted on the people.

The pattern of the project as drawn up includes major items of works normally implemented through Government agencies. This is bound to involve higher expenditure through elaborate administrative staff, middlemen's fees and possibly in certain cases, questionable practices. If the people are to be trained to be the builders of the future, the works have to be entrusted even at certain risks to the people themselves though their representative agencies, the Governmental organisation furnishing the technical assistance. It is intended that a qualifying scale of voluntary contribution, either in the form of money or of labour, should be laid down and this contribution will be a condition precedent to development schemes being undertaken under the Community Development Programme. Although no final decision has yet been taken, it is suggested that contributions roughly of the following order should be forthcoming in

respect of the different development schemes covered by the Community Development Programme :—

(1) *Irrigation.*—10 per cent. of the expenditure should be contributed by the villagers. As no subsidy is proposed to be given, it is not desirable to fix a higher percentage.

(2) *Drinking Water Supply and Drainage.*—25 per cent. of the expenditure should be contributed by the villagers.

(3) *Roads.*—katcha roads should be constructed by the villagers at their own cost. Culverts and pucca roads will be constructed by the Project Administration.

(4) *Education.*—25 per cent. of the cost of additional buildings should be contributed by the villagers.

(5) *Dispensaries.*—25 per cent. of the cost of buildings should be contributed by the villagers.

(6) *Community Recreation Centres.*—50 per cent. of the capital cost should be contributed by the villagers.

In all cases referred to above, contributions may be in the form, either of voluntary labour or of cash In respect of backward areas and areas predominantly populated by scheduled castes and scheduled tribes, it may not be possible for the villagers to make any financial contribution In these areas, the villagers should be asked to contribute by way of labour effort required for executing the works programme under various heads. The agency of the Bharat Sevak Samaj will become a major avenue for the organisation of the voluntary effort on the part of the villagers.

It is necessary for the people to be alive to the mighty task ahead. This pre-supposes education. Education does not necessarily imply literacy, although certain elements of literacy must be there as a base if mass education is effectively and speedily to be achieved An adult education drive will, therefore, have to be launched throughout the project area on a mass scale as the very first step in our programme. The programme has to be a vigorous and active movement. Education in India from the days of the old was conducted in nature through folk-lores. through bhajans, kathas, kirtans, through melas and sports. The ancient Indian pattern of culture has therefore to be revived with a new dignity. The culture is still lying deep in the soul of the villages although in a simmering stage. The seeds have lain low for many ages. Moisture will bring them out. The moisture will have to be in sufficient measure. It will be the first duty of the project staff to bring these out and let these

sprout in free air and sun and then grow in the context of 1952 and thereafter. From the Administrator to the Village Level Worker the prime motto that must needs be kept unceasingly in the mind is that the people's participation constitutes the crux of the programme and that the programme is of the people, for the people and by the people

If the programme can be implemented on this style, may be a new pattern will duly evolve in which panchayet raj of the old will again be on the throne not in the form of a barbed wire enclosure but in a progressive federation of the people where the chosen representatives of the people, be they in the village, mandal or taluq panchayet or in the State Assemblies or in the National Parliament, will each one have a specific assignment to discharge for the people, and will not merely be the debators on petty-fogging detail of Government.

Machinery for organising public co-operation .—The Project Advisory Committee will have its representatives of all the leading non-official organisations within the project area. The burden of resposibility for enlisting people's active participation in the programme and their voluntary contribution, be it in the matter adult education or self-financing schemes, or of community amenities such as schools, hospitals, roads, etc., will fall on the non-official members of the Project Advisory Committee. The entire official organisation within the project area, particulary, the Community Organisers (7 in each project area), who are in charge of adult education and other allied activities, will be at the disposal of the committee and the services of this official organisation will be available to the Project Advisory Committee in organising people's participation along systematic lines.

For the purpose of organising people's participation in the execution of the programme, it is proposed to set up a volunteer organisation to be known as the Bharat Sevak Samaj on the lines indicated in the pamphlet recently circulated by the Planning Commission The Samaj will provide a common platform for the service of the nation, irrespective of caste, creed, political belief or affiliation. The non-official members of the Project Advisory Comittee, being the natural leaders of the people in the Project area, will be able to enlist sufficient popular support for the Bharat Sevak Samaj Organisation in the project area. As local elected bodies become operative in the development blocks and in the villages, these bodies, in their turn, will provide necessary opportunities to the leaders in these smaller areas to participate in the planning and the execution of the programme. They will also be able to help in the organisation of local

units of the Bharat Sevak Samaj in the block and in the villages. It is particularly hoped that the teachers of High Schools, Middle Schools and Primary Schools, the Union Board or Panchayet Presidents the leading co-operators and other educated persons in the area, will in this way be drawn into either the Project Advisory Committee or the Block or Village Committees and from there, take an active part in the planning and the execution of the programme. The nature of the work which the volunteer organisation will be able to undertake, has been briefly indicated in a previous paragraph. The exact programme to be undertaken, will naturally vary from area to area, emphasis all throughout being on priority being given to the felt needs of the people.

The Samaj will be a purely voluntary organisation which will have its own organisers within the project area. There will be no official connection between the Samaj and the official organisation within the project. There will have to be, however, the closest possible co-operation between the organisers of the Samaj and the project staff. This co-operation will be ensured by the natural leaders of the people, who will also be the main organisers of the Bharat Sevak Samaj, being closely associated with the planning and execution of the programme at every stage.

An organisation of this type will also help the growth of the panchayet and co-operative activities on sound lines as the personnel of this organisation will play the vital role of touching every fibre of life in the Project area.

Ultimate Objective.—The Welfare State is an antithesis of the State that is totalitarian. In the Welfare State, polices alone are to be centralised. Execution must needs be decentralised to the farthest limit down to the individual. In such a state the individual should have the fullest freedom to live a life which is his own. Only where it impinges on the life of the others that the community or, over a national issue, the State will come in, to determine what life in the corporate shape should be and then leave it to the people to mould accordingly. The State should also come in to provide interim credit and specialised techniques and leadership, where these are not forth-coming from within the community. The State will also be there to deal with the organised criminals. In the Welfare State, if the people can rise to it, the State will have little controlling or executive functions.

The Community Project is intended to be a forerunner in the direction of this consummation so that *Man* could be the sovereign he was, and the State his organised mouth-piece pulsating with the organised will of the community. The Community Project will succeed to the extent it can approach the "Destination Man". It will fail to the extent it will leave *Man* behind and attempt to push the things alone to the fore.

Appendix II

PROFORMA FOR
VILLAGE SURVEY REPORT

No.............
Serial No.............
(To be filled in at N. Hpr.)

I. Location and Area . . (1) Name of Village.................. (2) Tehsil.................. (3) District.................. (4) State..................
.... (5) Total Geographical area in acres..................

II. General nearest . . (1) Post and Telegraph Office.................. (2) Railway/Road Station.................. (3) Bus Services From.......... to.......... Telegraph Office.......... (4) Aerodrome landing station.................. (5) Police Station.................. (6) Revenue Circle.................. (7) District Hq.................. (8) Sub-Division Hq.................. (9) Survey Map No.................. (Copy attached) (10) (a) Village market.................. (b) Fair markete.................. (c) Wholesale market..................

III. Population . . . (1) No. of households.................. (2) Total population.................. (3) Children : (upto 11 years).................. (4) Boys : (11 to 14).................. (5) Girls : (11 to 14).................. (6) Young adults (males) (14to 25).................. (7) Young adults (femals) (14 to 25).................. (8) Adult males (25 to 55).................. (9) Adult females (25 to 55).................. (10) Superannuated (above 55 years).................. (11) Total number of femals to 100 males :..................
(12) (a) Total number of births last year.................. (b) Total number of healths last year

IV. Occupational Date . . A. (1) Non-cultivating owners.................. (2) Peasant-proprietors.................. (3) Tenants..................
(4) Agricultural Labourers..................

B. Artisans : (1) Carpenters.................. (2) Blacksmiths.................. (3) Masons Potters..................
(5) Others (specify)

C. Mechanics (1) General.................. (2) Auto-Mechanics.................. (3) Tractor Mechanics..................
(4) Pump Drivers.................. (5) Fitters.................. (6) Mechanical Transport Workers..................

D. Arts, Crafts & Cottage Industry Workers (Full time) if possible, specify and enclose list marked IV D.

E. Workers migrating to suburban industries (1) Whole time.................. (2) Seasonal.................. (3) Total..........

F. Commercial—Shopkeepers and money-leaders..................

G. Service—in the village- -(1) Revenue.................. (2) Forest.................. (3) Police..................
(4) Post & Telegraph.................. (5) Education.................. (6) Medical..................
(7) Outside the village..................

H. Miscellaneous professional social workers..................

I. Security and Defence Services outside the village..................

J. Miscellaneous general—(1) Cobblers.................. (2) Barbers.................. (3) Butchers..................
(specify and enclose list IV J)

K. (1) Unemployed Adults.................. (2) Persons in miscellaneous employments outside the village..................

L. Miscellaneous (un-specified)

Agronomics—

V. A. Soils : I. General description of soil in the village.. ......2 (Enclose copy of paragraphs on village soils collected from all previous Settlement Reports)

I-I Total area in sq. miles .... 2. in acres.. ....

CI Total crops acres............ 2. Current fallows............3. Area sown more than once..........4. Net crop area ....5. Pastures............6 Forests............7. Barren and uncultivable land............

VI. Rainfall : (1) Last five years' average............(2) Last five years' seasonal average............(3) Level of water table............(4) Ist day of the season............Last day of the season............

Distribution Table

Year	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.	Total
1951-52 . .													
1950-51 . .													
1949-50 . .													
1948-49 . .													
1947-48 . .													

VII. *Irrigation*	No.	Remarks on condition.	Area-irrigated
Pakka well............			
Katcha wells............			
Tube wells............			
Tanks............		Size............	
Canals............		Length............	Type............
Total............			

Total area irrigated more than once in the crop season

Gross area irrigated

VIII. *A. Crops*—

Classification	Sl. No.	Name	Area in crop acres		Production		Price per Md.	Total Value when sown	Seasons	Cultivation Months			Exported or consumed	Local diseases
			Irri-gated	Unirri-gated	Total yield in mds.	Yiel per acre in Mds.				Sowing	Har-vesting	Market-ing		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Cereals . .														
Pulses . .														
Commercial crop . .														
Fruits . .														
Vegetable and Roots.														
Fodder . .														
Miscellaneous														

General Remarks about crops :—

Crop No...

....

....

IX. *Agricultural Practices*

1. Fertilisers & Manure used—

No. (1)	Type (2)	Quantity per year in maunds (3)	From where obtained (4)	Remarks (5)

2. Seeds—

Crop	Seed variety	Quantity per year in maunds	Source of supply	Method of storage

X. A. *Live stock*

Name of animal	Serial No.	No. in village	No at last animal census	Milk per head		Staple food	Usual bread used	Price per head last year	Price of carcass
				Max.	Average				
1	2	3		5	6	7	8	9	10
Oxen									
Breeding bulls . . .	1								
Working bullocks . .	2								
Other bulls . . .	3								
Milch cows . . .	4								
Dry cows . . .	5								
Young Stock . . .	6								
Buffaloes—									
Male buffalo . . .	7								
Milch she Bullaloes . .	8								
Dry she buffaloes . .	9								
Young stock . . .	10								
Sheep	11								
Goats	12								
Pigs	13								
Horses	14								

1	2	3	4	5	6	7	8	9	10
Mares . . .	15								
Ponies	16								
Young stock . . .	17								
Donkeys . . .	18								
Mules . .									

B. (1) Nearest Cattle Market
(2) Mode of treatment after death of animals
(3) Class of persons handling dead animals...... ....
(4) Use of (i) (hides)........ .. ..(ii) (bones)................. (iii) (blood) ....

C. Poultry
(1) General outlook about poultry keeping
(2) Class of villagers who keep poultry
(3) Poultry population of the village : (a) Cocks.........(b) Hens ....(c) Chicken...... ...(d) Ducks..... ...(e) others (female)... ... (f) Total
(4) Approximate egg production of village per day........ ... .
(5) No. of poultry farms... .. ..
(6) Approximate proportion of eggs (a) Consumed at homes.......... (b) Sold in the village... ...(c) Exported........
(7) Breeds generally used in the village........ ....

XI. *Implements*

A. Mechanised . : (a) Tractor.........(b) Harvester......... (c) Seed drills.......... (d) Cultivators ....(e) Disc harrous........... ..(f) Mould board ploughs.......... (g).............
(h)............ . ..

B. Ploughs
C. Carts

XII A *System of land Tenuer*—

Name (1)	No. (2)	Area in acres (3)	Percentage to total (4)
Zamindari			
Ryotwari			
Inam			
Religious Endowments			
Others			

B.—*Land Owenership*—

Size of Holdings	Owned		Rented		Batai		Partly owned		Partly Rented		Total		Percentage to Total
	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	No.	Area	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
Below 1 acre . . .													
1 to 2 1/2 . . .													
2 1/2 to 5 . . .													
5 to 7 1/2 . . .													
7 1/2 to 10 . . .													
10 to 15 . . .													
15 to 20 . . .													

1	2	3	4	5	6	7	8	9	10	11	12	13	14
20 to 25 . . .													
25 to 75 . . .													
75 to 150 . . .													
150 and over .													

C. Total Land Revenue Paid by Village—
(1) 1st settlement .... (2) 2nd settlement ....

D. Total rent paid by the village ....

E. Total cess paid by the village ....

F. Other taxes paid by the villagers ....

XIII. *Rural Finance*—

A. Indebtness—

1. No. of persons in debt ....
2. Approximate aggregate indebtness ....
3. Average debt ....
4. Types of village money lenders ....
5. Usual rate of interest (a) with security ....
(b) without security ....
6. Usual forms of security ....
7. Usual causes of indebtness in order of importance :—

....

....

B Credit facilities (a) State ....
(b) Co-operative ....
(c) Private banking ....
(d) Other

C. Co-operative Societies

Type	Year of origin	No. of members	Paid up save capital	No. of persons employed	Remarks
					Types :
Multipurpose ... --					Total No. of borrowers
Consumer ...					Total No. of borrowers
Credit - ...					——Total/Loans given
Farming					Gross value of..... production
Marketing					Gross Turnover........ ....
Other Production					Gross value of production.....
Traders					Articles produced ....
Housing -					Gross turnover...... .. ..
Education					No. of houses ... .
Medical Relief ...					No. of beneficiaries... .....
					No. of beneficiaries..........

XIV. *Arts, Crafts and industries*—

A. *Crafts*—

No.	Name of craft	Self producers	No. of persons engaged	Articles produced	Approx. annual gains produce	Markets	Remarks
1	Spinning						
2	Weaving — ...						
3	Smithing						
4	Smithing (Iron) ..						
5	Smithing (Silver) —						
	,, (Gold) ...						
6	Carpenter ...						
7	Potter ... —						
8	Basket-weaving ..						
9	Wood carving —						
10	Wood Trimming —						
11	Embroidery —						
12	Shoe-making —						
13	Tailoring — ..						
14	Carpet weaving ...						
15	Tape weaving ...						

B. *Cottage Industries and other Industries*—

	No. of workshops	Ownership		No. of workers engaged	H. P. used	Gross annual output	Value of gross output	Raw materials	
		Private	Coopera-tive					Kind	Obtained from
Weaving									
Oil Press									
Food Industries . . .									
Furniture making . . .									

Mention the Arts in the village ....

....

....

XV. *General Information about Domestic Economy*—

A. Food Habits—(1) Staple food of the village...
(2) Vegetarian population (3) Non-Vegetarian population ... (4) Vegetarian population using eggs... .... (5) Fish consumption in the village varieties........(6) Place of fishing..... (7) No. of fishing days ....(8) Marketing ....

B Cloth used in the village : (1) Foreign .... (2) Fine Mill Yarn .... (3) Coarse Mill Yarn ....(4) Handloom.................................

C. (1) Fuel available (2) Quantity consumed per year in Mds..................(3) From where obtained ....
(a) Wood
(b) Cow dung
(c) Purning
(d) Coal
(e) Others (specify)

D. Housing—
(1) Total number ... .(2) Katcha..........Pakka...........Stone........ Brick.......... (3) (a) Provision for bath rooms .... (b) Latrines ....

E. Miscellaneous—

(1) No. of cycles in the village

(2) No. of gramophones in the village

(3) No. of radios in the village

(4) Is there electricity available in the village, or in the ..... ? How far........

XVI. A. *Remarks on Recreational Activities in the Village*—

1. Games ....
2. Gymnastic ....
3. Athletics ....
4. Music ....
5. Songs ....
6. Dances ....
7. Paintings ....
8. Intellectual Recreations ....
9. Important community celebrations ....
10. Other cultural activities ....

B. *Facilities for recreational activities*

1. Indoor ....
2. Outdoore—(a) Playgrounds ....
3. Is there a Panchayet Ghar or Community Centre in the village ....

XVII. Social Services—

A I. Health and sanitation—

1. Where is the nearest dispensary ......
2. Where is the nearest hospital ......
3. (a) Are there private doctors in the village (b) How many Males : Females :

State important known diseases of the village :

(a) General ......
(b) Infectious ......
(c) Diseases of women ......
(d) Diseases of children ......

4. (a) Is adequate drinking water available ......
(b) Sources af drinking water : Service Wells ...... River or Stream ...... Tank ......
(c) General remark on the drainage system ......
(d) Statement on sanitation in the village ......

B. I. Education—

Type of Institution (1)	No. of institutions (2)	No. of students Boys (3)	No. of students Girls (4)	Agency (5)	Upto what class (6)	where situated (7)	Distance from village if outside (8)	No. of teachers (9)
ay Nurseries								
Primary Schools								
Basic Schools								
Secondary Schools								
Other Institutions								
Vocational Classes or Training Schools								

II. State of literacy in the village—

Language or dialect (1)	No. who can read (2)	No. who can write (3)
....	....	....
....	....	....
....	....	....
....	....	....
....	....	....

C. Other Services and Institutions—

Subject (1)	Name of organisation (2)	Affiliation (3)	How managed (4)	Participation (5)	Particulars (6)	Main sources of income (7)
Women's Welfare . .						
Child Welfare . .						
Youth Welfare . .						
Physical Fitness . .						
Social Education . .						
General Community Welfare						
Other miscellaneous :						

Appendix III

A VILLAGE UNIT

(Basic Estimate)

Schematic

Features Aimed At	Estimated Cost: Non-Recurring	Estimated Cost: recurring per annum
	Rs.	Rs.
1. Drinking Water Supply— Two surface wells, or other facility at Rs. 4,000 per village one-third programmed, one-third assumed to exist, and one-third left to villagers or to be taken up later.	1,333	..
2. Drainage— One-third of theoretical cost of Rs.3 lakhs for 300 villages	333	..
3. Agricultural Extension Service, including one village level worker for five villages and other supervisory personnel		
4. Veterinary Service through a veterinary hospital at the Block Headquarters	..	638
5. Health and Sanitary Services		
6. Adult Education Service		
7. Irrigation—canals, surface wells, tanks etc., at Rs. 150 per acre representing apptroximately 10 per cent, cultivators contribution 40 per cent. being assumed as already existing, or being provided for under other projects	6,750	..
8. Roads— One culvert, and two miles katcha road on the assumtion that one-third exists one-third left to the initiative of the villagers, and only one-third programmed	3,333	167
9. Education— Basic, Vocational and Adult	1,000	444
10. Reclamation of culturable waste land; only a fraction is programmed, the balance being left to independent initiative of villagers	1,000	..
Total	13,749	1,249

A MANDI UNIT
(Basic Estimate)

Features Aimed At	Estimated Cost: Non-recurring	Estimated Cost: Recurring per annum
	Rs.	Rs.
(1) A small dispensary. . .	30,000	(recurring cost included in Village unit Statement)
(2) Agricultural Extension Service sub-headquarters	2,000	..
(3) Post and Telegraph Office . . .	(to be provided by the Deptt.)	..
(4) Tractor and Transport Service Centre .	3,700	—
(5) Arts, crafts and cottage industries training-*cum*-production centres, with equipment and revolving capital . . .	75,000	25,000
(6) *A marketing and shopping centre and a storage godown for agricultural produce . .	15,000	..
(7) A community recreation centre . .	500	500
(8) *A model farm including a horticultural garden, and a seed multiplication centre . .	—	..
(9) Cattle breeding and peripatetic veterinary centre	667	8.000
Total .	1,26,867,	33,500

* No sepecific financial provision has been made for this item. This can be taken up nly if there are approved savings on other heads which could be switched over for this purpose.

RURAL-*CUM*-URBAN UNIT INCLUDING A POPULATION OF 5,000
(Basic Estimates)

Features Aimed At	Estimated Cost: Non-recurring	Estimated Cost: Recurring per annum (to be met by Government)
*1. Land—	Rs.	Rs.
(i) Procurement of land 1000 acres at Rs. 150 an acre	1,50,000	
(ii) Reclamation at the rate of Rs. 100 an acre	1,00,000	2,50,000
*II.—Development—		
(i) Temporary Construction . . .	60,000	
(ii) Roads—		
(a) 5 miles of katcha road at the rate of Rs. 5,000 per mile 20 ft. wide average 2 ft. high . . .	25,000	
(b) 2 miles of heavy traffic road at the rate of Rs. 30,000 per mile . .	60,000	
(c) 3 miles of medium road at the rate of Rs. 15,000 per mile . . .	45,000	
(iii) Drainage including pacca and katcha drains, culverts, etc. . . .	50,000	
(iv) Parks and Arboriculture . . .	20,000	2,60,000
*III Housing—		
(i) Residential—		
750 type common 240 sq. ft. plinth area at the rate of Rs. 5 sq. ft., 1,200 per house .	9,00,000	
150 type middle class 300 sq. ft. plinth area at the rate of Rs. 5 per sq ft Rs. 1,500 per house	2,25,000	
80 type special class 400 sq. ft. plinth area at the rate of Rs. 5 per sq. ft., 2,000 per house	1,60,000	
20 type extra special 700 sq. ft. plinth area at the rate of Rs. 5 sq. ft., Rs. 3,500 per house	70,000	
Latrines equa privy and enclosed bath at the rate of Rs. 300 per house, 1,000 houses . . , . . .	3,00,000	
(ii) Contingencies—	65,000	17,20,000
(a) Water Works and water distribution tubewell for drinking water, 2 at the rate of Rs. 10,000 each . .	20,000	
(b) For irrigation and industries, 4 at the rate of Rs. 10,000 each . . .	40,000	
(c) Water distribution system at an average of Rs. 2-8-0 per ft four miles .	50,000	1,10,000

Feature Aimed At	Estimated Cost: Non-recurring	Estimated Cost: Recurring per annum
(iii) Electricity—	Rs.	Rs.
(a) Sub-station, building and transformer	15,000	
(b) Overhead mains at the rate of Rs. 350 per length of 250·200 such lengths	70,000	
(c) House wiring for 1000 houses at the rate of Rs. 50 per house . .	50,000	
(d) Service connection and meters .	60,000	1,95,000
*IV. Shops and Industrial Buildings :—		
(i) Mandi—		
30 shops grain sheds	30,000	
grain sheds	15,000	
Shops retail, 40 shops at the rate of 1000 each shop	40,000	85,000
(ii) Arts, crafts and cottage industries, 50 sq ft. each worker for 200 workers 10,000 sq. ft. at the rate of Rs 4 per sq. ft. . .	40,000	
Small and medium size industries, 200 workers at the rate of 60 sq. ft. per worker, 12,000 sq. ft. at the rate of Rs. 4 per sq. ft.	48,000	
Miscellaneous industries, building and offices . . : . . .	12,000	1,00,000
(iii) Equipment for industries . . .		
Capital equipment and revolving capital for—		
(a) Miscellaneous trades, crafts and professions 300 workers at the rate of Rs. 250 each	75,000	
(b) Arts, crafts and cottage industries, 200 workers at the rate of Rs 800 each	1,60,000	
(c) Small and medium scale industries, 200 workers at the rate of Rs. 1,250 each	2,50,000	4,85,000
*V Communications—		
(i) Post and telegraph offices 9(to be provided by the department) . . .	5,000	5,000
†VI. Education—		
(i) School building for 1250 pupils at the rate of 16 sq. ft. per pupil at the rate of Rs. 6 per sq. ft.	1,20,000	
Equipment, fixture and fitting . .	30,000	1,50,000

Features Aimed At	Estimated Cost — Non-recurring	Estimated Cost — Recurring per annum
	Rs.	Rs.
(*ii*) Agricultural School for 50 pupils at the rate of 40 sq. ft. per pupil at the rate of Rs. 5 per sq. ft.	10,000	5,000
Training cost for arts, crafts and industries personnel, 400 workers at the rate of Rs. 750 each	3,00,000	
†VII. Health—		
Hospital for 6 beds, including equipment and accessories and mobile health vans . . .	70,000	20,000
*VIII. Administration—		
(*i*) Administrative and other offices 10,000 sq. ft. of plinth area at the rate of Rs. 6 per sq. ft. .	60,000	
(*ii*) Cost of administration during the implementation of scheme	1,50,000	
(*iii*) Police Station	5,000	
†X. Miscellaneous—		
(*i*) Dairy and Poultry Breeding Centre and Nursery	35,000	5,000
(*ii*) Veterinary Hospital	10,000	10,000
Total .	40,00,000	70,000

Summary of cost	Non-recurring	Recurring (for duration of project 3 year)
*Expenditure incurred in the form of a loan recoverable with interest in easy equated instalments . .	32,10,000	
†Expenditure incurred as grants-in-aid to be shared between the Centre and the State Government .	7,90,000	2,10,000

Estimated expenditure on a Rural Community Project (Basic Type)

(In thousands of rupees)

Serial No.	Detailed Head	Total	Rupee expend.	Dollar Expend.	Recurring	Non-recurring	Loans	Other than loans	1st year	2nd year	3rd year
1	2	3	4	5	6	7	8	9	10	11	12
I.	Personnel (125)	574	574	...	574	..	...	574	100	237	237
	A. Supervisory Staff :										
	(i) Agriculture (15) . . (ii) Adult Education (7) . .	274	274	..	274	...	.	274	52	111	111
	B. Field Workers :										
	(i) Agriculture (79) . . (ii) Health (including medical officers) (24)	300	300	..	300	..	..	300	48	126	126
II.	Equipment for Personnel . .	195	33	162	—	196	36	159	195	—	—
	A. Transport : Jeeps 9 at Rs. 14,250 each	129	—	129	—	129	—	129	129	..	..
	B. Demonstration Equipment . .	69	33	33	—	66	36	30	66	—	—
III.	Equipment, Construction, etc. for 300 villages	4,675	4,325	350	450	4,225	2,325	2,350	2,282	2,221	172
	A. Irrigation—										
	Canal, tank etc.	2,025	1,825	200	—	2,025	2,025	—	1,025	1,000	—

B. Drinking water supply—										
Two surface wells or other facility per village, at a theoretical cost of Rs. 4,000 per village : only 1/3 of this need budgeted as one-third can be assumed to exist and one-third can be left till later.	400	400	—	...	400	...	400	400	200	..
C. Drainage	100	100	—	—	100	--	100	50	50	...
D. Roads. theoretical need for one culvert and 2 miles katcha road per village at total cost of Rs. 10,000 per village *plus* Rs. 500 annual maintenance cost actually, one-third assumed to exist, one-third can be left to initiative of villagers and one-third programmed	1,150	1,030	120	50	1,100	--	1,150	557	571	22
E. Education	700	700	—	400	300	..	700	300	250	150
F. Reclamation of culturable waste land at Rain 10% of the cultivated area at Rs. 75 per acre is a theoretical requirement of which one-third programmed	300	270	30	...	300	300	...	150	150	..
VI. Equipment, construction and supplies for three Mandi Centre (Marketing Centres)	480	370	110	26	454	356	124	452	16	12
A. Housing for staff	200	200	...	...	200	200	...	200	—	...
B. Dispensaries and Health Units—one per Mandi Centre										
(1) Buildings, with 6 beds, at each Centre	45	45	—	...	45	--	45	45	—	...
(2) Equipment for 2 units	45	30	15	...	45	—	45	45	--	
C Agricultural extension service sub-headquarters Capital cost Rs. 2,000 each ; recurring cost Rs. 2,000 each per year)	28·5	28·5		22·5	6	—	28·5	13·5	7·5	7·5

2	3	4	5	6	7	8	9	10	11	12
D. Tractors with equipment 4 @ Rs. 23,750 each	95	..	95	..	95	95	—	95	—	..
E. Tractor and jeep service centres 3 @ Rs.5,000 each	15	15	—	...	15	15	..	5	5	5
F. Marketing Centres and storage Godown for agricultural produce and fertilizer, 3 @ Rs. 15,000 each	45	45	—	...	45	45	..	45	..	..
G. Community Recreation Centres 3@ Rs.500 capital cost each and Rs.500 annual recurring charges each	6	6	..	3	3	...	6	3	1·5	1·5
V. Village arts and crafts—Production-cum-Training Centres	450	425	25	225	225	225	225	150	150	150
VI. Animal Husbandry—Key Village Scheme	26	26	—	24	2	...	26	10	8	8
VII. Contingencies	100·5	94·5	6	..	100·5	50·5	50	50	30	20·5
VIII Cost of Community Project (Basic type)	6,500	5,847	653	1,299	5,201	2·991	3,509	3,238	2,660	602

Estimated Personnel for a Rural Community Project, (Basic Type)

(*i*) Administrative	Project Executive Officers	1
	Assistant Project Officers	2
	Total	3
(*ii*) Agriculture	Agriculture graduates	3
	Agriculture graduates with knowledge of animal husbandry	3
	Agriculture graduates with experience in co-operation and knowledge of village participation	3
	Agricultural engineers or civil/mechanical engineers with experience of agricultural engineering	3
	Civil overseers	3
	Village level workers	60
	Stockmen	6
	Messengers	10
	Total	91
	Plus the requisite ministerial staff—	
(*iii*) Social Education	Community Organisers	7
(*iv*) Health	Medical Officers	3
	Compounders	3
	Sanitary Inspectors	3
	Health Visitors	3
	Midwives	12
	Total	24

COMMUNITY PROJECTS

Summary Statement

(In lakhs of rupees)

Cost	Total	Rupee Expend.	Dollar Expend.	Recur. ring	Non-Recur-ring	Loans	Other than loans	Ist year	2nd year	3rd year
1. Cost of one Rural Community Project—Basic Type.	65·0	58·5	6·5	12·99	52·01	29.9	35·1	32·38	26·61	6·01
2. Cost of one urban unit with one additional Mandi Unit facilities	46	37·05	8·95	3·8	42·2	33	13	21·3	23 1	1·6
3. Cost of one Rural Community Project—Composite Type	111	95·55	15·43	16·79	94·21	62·9	48·1	53·68	49·71	7·61

TECHNICAL COOPERATION PROGRAMME BETWEEN THE GOVERNMENT OF INDIA AND THE GOVERNMENT OF UNITED STATES OF AMERICA

OPERATIONAL AGREEMENT No. 8

Community Development Programme

This Operational Agreement is entered into between P. C. Bhattacharyya, as designated representative of the Government of India (hereinafter referred to as the "Representative"), and Clifford H. Willson, Director of Technical Cooperation for India, as designated represetative of the Government of the United States of America (hereinafter referred to as the "Director"), pursuant to the Technical Cooperation Programme Agreement between the two Governments dated January 5, 1952. The provisions of such Programme Agreement shall be applicable to this Agreement and to the conduct of the programme described herein.

1. **Description of the Programme.**--The Community Development Programme will start approximately 55 projects of rural development located in selected areas in the several States of India.

The central object of a Community Development Project is to secure the fullest development of the material and human resources of the area. The attainment of this object in rural areas demands urgent measures for a rapid increase in food and agricultural production. Work will also be undertaken for the promotion of education, for improvement in the health of the people, and for the introduction of new skills and occupations so that the programme as a whole can lift the rural community to higher levels of economic organisation and arouse enthusiasm for new knowledge and improved ways of life.

This programme will be the first step in a programme of intensive development which is expected over a period of years to cover the entire country. Increased food production and rural development are given first priority in India's Five Year Plan for Economic Development. This is also considered necessary to lay the proper foundation for the industrial and general economic development of the country. To accomplish this

purpose the Community Development Programme must reach as large a section of India's population as possible The present programme will be confined to approximately 55 projects which should provide a proper foundation for the expansion of the programme in the future

Each project will embrace approximately 300 villages with a population of about 200,000 people and cover a cultivated area of approximately 150,000 acres of land. A project area will be divided into three development blocks, each comprising about 100 villages and population of about 65,000 people. In areas where a full project is not considered feasible, one or two development blocks will be started for the time being. The 55 projects will include approximately 16,500 villages and over a crore of people.

The proposed projects will be of the rural development type including irrigation, fertilizer application, agricultural extension, health measures and education. Six of the 55 projects, however, will be of the composite type including, in addition to the foregoing, activities in small and medium scale industries, township planning and development, etc.

The following rural community development activities will be undertaken in such varying degrees within the limits of the available Programme Funds hereinafter provided, as will be advisable under the circumstances existing in each particular project area and development block.

A. **Agriculture and related matters**

(1) Reclamation of available virgin and waste land.

(2) Provision of water for agriculture through irrigation canals, tubewells, surface wells, tanks, lift irrigation from rivers, lakes and pools etc.

(3) Development of rural electrification.

(4) Provision of commercial fertilizers.

(5) Provision of quality seeds.

(6) Promotion of improved agricultural technique and land utilisation.

(7) Provision of veterinary aid.

(8) Provision of technical information, materials, bulletins, etc , on agriculture.

(9) -Provision for dissemination of information through slides, films, radio broadcasts, lectures, etc.

10) Provision of improved agricultural implements.

(11) Promotion of marketing and credit facilities.

(12) Provision of breeding centres for animal husbandry.

(13) Development of inland fisheries.

(14) Promotion of home economics.

(15) Development of fruit and vegetable cultivation.

(16) Provision of soil surveys and information.

(17) Encouragement of the use of natural and compost manures.

(18) Provision of arboriculture including plantation of forests.

B. Communications

(1) Provision of roads.

(2) Encouragement of mechanical road transport services.

(3) Development of animal transport.

C. Education

(1) Provision of compulsory and free education, preferably of the basic type, at the elementary stage.

(2) Provision of high and middle schools.

(3) Provision of adult education and library services.

D. Health

(1) Provision of sanitation (including drainage and disposal of wastes) and public health measures.

(2) Provision for control of malaria and other diseases.

(3) Provision of improved drinking water supplies.

(4) Provision of medical aid for the ailing.

(5) Antenatal care of expectant mothers and midwifery services

(6) Provision of general public health service and education.

E. Training

(1) Refresher courses for improving the standard of existing artisans.

(2) Training of agriculturists.

(3) Training of extension assistants.

(4) Training of artisans.

(5) Training of supervisors, managerial personnel, health workers, and executive officers for projects.

F. Social Welfare

(1) Organisation of community entertainment.

(2) Provision of audio-visual aid for instruction and recreation.

(3) Organisation of sports activities.

(4) Organisation of melas (village fairs).

(5) Organisation of cooperative and self-help movement.

G. Supplementary Employment

(1) Encouragement of cottage industries and crafts as main of subsidiary occupation.

(2) Encouragement of medium and small scale industries to employ surplus hands for local needs or for export outside project areas.

(3) Encouragement of employment through trade, auxiliary and welfare services.

(4) Construction of brick kilns and sawmills to provide building materials for local needs.

H. **Housing**

(1) Demonstration and training in improved techniques and designes for rural housing.

(2) Encouragement of improved rural housing on a self-help basis.

Each development block will have a mandi unit. The mandi unit will be established as the centre of economic, social, and community activity for the villages in the development block and will be conveniently located within the development block in order to fulfill most effectively this function. The mandi unit will normally have a dispensary and health centre reaching out to the villagers through mobile units and will be serviced by a doctor, health visitor, midwives, and a sanitary inspector. It will also usually have a transport and farm implement and equipment service centre, a centre for marketing and shopping, a storage godown for agricultural produce, and a veterinary centre. In addition, there will be established certain recreational and educational facilities. The mandi unit will also contain the residential housing and other facilities for the project workers.

It is recognised that in certain areas the development of small and medium scale industries will be warranted by the existing economic environment and will add to the sum total of the community development. Therefore expenditure from the dollar and rupee budgets hereinafter provided in the activities listed in item G(2) above will be made in 6 agreed projects. Such areas will be provided with some equipment (both for training and for use) for small industries and possibly small thermal powers stations.

The Community Development Programme will be supported by a training programme for village level workers and project supervisors. The present plans are to establish a minimum of 30 training centres throughout India, to be associated as far as possible with a community development project so that the trainees can be given actual field experience in the villages as part of their training. The training of capable village workers and project supervisors is an essential part of the rural development of India because the success of the Community Development Programme will rest primarily upon the ability of these village level workers to mobilise the enthusiasm and cooperation of the people.

2. Location of Projects

The projects and development blocks will be located at the following sites:—

PART 'A' STATES

1. **ASSAM (2 Projects and 2 Development Blocks)**
   (1) Cacher District (Sonsi-Silchar-Hailakandi Tehsils).
   (2) Darrang District (Mouzas-Dakua-Harisinga-Ambagaon-Barsilajhar-Orang-Dkokiajuli Tehsils).
   (3) Two Development Blocks in the tribal area.

2. **BIHAR (4 Projects and one Development Block)**
   (1) Pusa-Samastipur-Begusarai area.
   (2) Dehri-Bhabua-Mohania area.
   (3) Ormanjhi-Ranchi-Mandi area.
   (4) Jehanabad-Ekangarsarai-Bihar-Barbigha area.
   (5) Santhal Parganas-Raneshwar Block. (One Development Block).

3. **BOMBAY (4 Projects and one Development Block)**
   (1) Mehsana District (Vijapur-Kalol Tehsils).
   (2) Kolhapur District (Karneer-Panhala Tehsils).
   (3) Thana-Kolaba Districts (Kalyan-Karjat-Khalapur Tehsils).
   (4) Balgaum District (Hukkeri-Gokak Tehsils).
   (5) Sabarkantha District—One Development Block.

4. **MADHYA PRADESH (4 Projects)**
   (1) Rice zone—Raipur-Dhamtari.
   (2) Wheat zone—Hoshangabad-Sohagpur.
   (3) Juar zone—Amravati-Morsi-Daryapur.
   (4) One Project in the area that was merged in Madhya Pardesh.

5. **MADRAS (6 Projects)**

(1) Kurnool—Cuddapah Canal area.

(2) Coimbatore (Gobi-Erode-Bhavani-Dharampuram Tehsils)

(3) Malabar (Palghat)

(4) East Godavari (Kakinada-Peddapuram).

(5) South Kanara (Karkal-Mangalore).

(6) Madurai (Nilakottai-Melur-Madurai).

6. **ORISSA (3 Projects)**

(1) Kalahandi District (Dharamgarh Sub-Division).

(2) Cuttack District (Charbatia-Tangi-Salepur-Mehanga Tehsils)

(3) Ganjam District (Ghumsur Tehsil).

7. **PUNJAB (4 Projects)**

(1) Gurdaspur District (Batala Tehsil).

(2) Ambala District (Jagadhri Tehsil).

(3) Jullundur District (Nawanshahr Tehsil).

(4) Nilokheri—One Development Block

(5) Faridabad—Two Development Blocks.

8. **UTTAR PRADESH (6 Projects)**

(1) Gorakhpur District (Maharaj Ganj-Sadar-Tehsils).

(2) Azamgarh District (Ghosi-Mahammadabad-Gohana Tehsils)

(3) Faizabad District (Bikapur Tehsil).

(4) Mainpuri Tehsil.

(5) Jhansi District (Garautha-Mauranipur Tehsils).

(6) Almora Tehsil.

9. **WEST BENGAL (8 Development Blocks—equivalent to 3 Projects, composite type).**

(1) Birbhum District (Sadar Tehsil).

(2) Birbhum District (Rampurhat Tehsil).

(3) Birbhum District (Sadar Sub-Division).

(4) Burdwan District (Burdwan-Sadar-Katwa Tehsils).

(5) Burdwan District (Burdwan-Sadar Tehsils).

(6) 24 Parganas (Sadar Tehsil).

(7) Midnapore District (Jhargram Tehsil).

(8) One block in Fullia in Nadia District.

PART 'B' STATES

10. **HYDERABAD (2 Projects and one Development Block)**

(1) Nalgonda District (Miryalguda-Huzurnagar).

(2) Raichur District (Kophal-Gangavati-Sindhnoor area).

(3) One Development Block.

11. **MADHYA BHARAT (2 Projects)**

(1) Gird District (Ghatigaon-Pichhore Tehsils).

(2) Nimar District (Rajpur-Kasraward Tehsils).

12. **MYSORE (1 Project)**

(1) Shimoga District (Shikaripur-Sorab Area).

13. **PEPSU (1 Project)**

(1) Dhuri Tehsil.

14. **RAJASTHAN (2 Projects and one Development Block)**

(1) Sawai Madhopur (Hinduan-Mahua-Todabhaim Tehsils)

(2) Jodhpur.

(3) One Development Block in Bikaner.

15. **SAURASHTRA (1 Project)**

(1) Sorath District (Manavadar-Vanthali Tehsils).

16. **TRAVANCORE COCHIN (2 Projects)**

(1) Kunnathunad-Chalakudi area (Trichur District).

(2) Neyyattinkara-Vilavancode area (Trivandrum District).

PART 'C' STATES

17. **AJMER (1 Development Block)**

(1) (Ajmer Sub-Division)

18. **BILASPUR (1 Development Block)**

(1) Saddar Tehsil.

19. **BHOPAL (1 Project)**

(1) Sehore and Raisen Districts (Goharganj-Huzoor-Sehore-Ichhawar Tehsils).

20. **COORG (1 Development Block)**

(1) Shanivarsanthe Hobli-Somwarpet Nad-Fraserpet Hobli-Notified areas.

21. **DELHI (1 Development Block)**

(1) Alipur area.

22. **HIMACHAL PRADESH (1 Project)**

(1) Sirmur-Paonta Tehsils (Mandi-Sadar-Sarbaghat-Chachiot-Sundernagar).

23. **KUTCH (1 Development Block)**

(1) Nakhatrana Bhuj Tehsils.

24. **MANIPUR (1 Development Block)**

(1) Thoubal Tehsil.

25. **TRIPURA (1 Development Block)**

(1) Nutanhaveli and Old Agartala.

26. **VINDHYA PRADESH (1 Development Block)**

(1) Amarpatan Tehsil.

The Central Committee may agree to reallocate the sites of any of the projects or development blocks upon recommendation of the Administrator that such reallocation is necessary for the effective operation of the project or development block.

3. **Organisation for the Programme.**—The Community Development Programme will be undertaken by the Government of India and the Government of the various States of India in cooperation with one another. For this purpose, it is contemplated that the organisation for the Community Development Programme will be as follows :—

(1) **Central Organisation:**—Pursuant to paragraph 1 Article IV of the Technical Cooperation Programme Agreement of January 5, 1952 the Government of India has designated a Central Committee to lay down the broad policies and provide the general supervision for the agreed projects and under it an Administrator of Community Projects.

The Administrator will be responsible for planning, directing, and coordinating the community projects throughout India under the general supervision of the Central Committee and in consultation with appropriate

authorities in the various States. He will be assisted by a highly qualified executive staff to advise him on administration, finance, personnel (training), community planning, and other matters and operating divisions in the fields of (1) agriculture, (2) irrigation, (3) health, (4) education, (5) industries, (6) housing and (7) community facilities. These staff will work with the State, District, and project level workers in the interest of carrying out cooperatively the Community Development Programme.

(2) **State Organisation.**—Each State Government has established a State Development Committee or similar body consisting of the Chief Minister and ministers in charge of departments concerned as he may consider necessary.

The State Development Commissioner or similar official will be responsible for directing community projects within the State and will act as the Secretary to the Committee. He will be responsible for assuring co-ordination of the heads of the various State departments concerned with the Community Development Programme.

Since he may also have the additional responsibility of looking after the general development in the State under the Five Year Plan, it may be necessary in States where a number of community projects will be in operation to have a Deputy Development Commissioner specifically in charge of community projects. He will enjoy the status of a Collector.

The Development Commissioner or other similar official will be responsible for the direction of the programme in his respective State and he will be assisted by a suitable operating staff. The Development Commissioner and members of the staff will work in close co-operation with their counterparts at the Centre and at the district and project levels in order to facilitate project operations within the State. Maximum emphasis will be placed upon the selection of the Development and Deputy Development Commissioners since the success of the programme depends, to a large extent, upon their competence.

(3) **District Organisation.**—There will be established at the district level, where necessary, a District Development Officer who will be responsible for the Community Development Programme in his district. This officer will have the status of an Additional Collector and will be responsible for the execution of the community projects as well as the general Development in the district. He will operate under the direction of the State Development Commissioner and will be advised by a District

Development Board consisting of the officers of the variousdepartmeant concerned with community development, with the Collector as Chairmn and the District Development Officer as Executive Secretary.

(4) **Project Organisation**--Each individual project unit (consisting of a full project or one or more development blocks wh re there is not a full project) within the district will be in charge of a Project Executive Officer who will be responsible for the community programme in the unit area. The Project Executive Officer will operate, as the case may be, under the direction of the District Development Officer or the State Development Commissioner. In the selection of the Project Executive Officer special regard will be paid to experience, general outlook, understanding of the needs and methods of community development and capacity for leadership as well as ability to secure both official and non-official co-operation.

In addition, there will be a Project Advisery Committee which might include, besides the principal official concerned, leading public workers, a few representative agriculturists, the Chairman of the District Board, local representatives in the Parliament and State Legislatures, etc. The Executive Officer in charge of the project will serve as Secretary of the Advisory Committee.

Each Project Executive Officer in charge of a full project will have on his staff approximately 125 supervisors and village workers who will be responsible for the successful operation of all activities at the project level Project Executive Officers in charge of lesser units will have proportionate staff.

The above organisational pattern will be adapted to suit local conditions and needs as may be deemed necessary by the Administrator and the respective State Governments.

4. **Administration of Programme.**—(a) The supplies, equipment, and all other necessary materials required for the programme from outside India will be procurred by a procurement agency of the Government of India with the assistance of an appropriate United States Government Agency or *vice versa* or otherwise as may be agreed upon by the Representative and the Director.

(b) The Director and the Representative may make such additional provisions for and charges in the administration of this agreement as they shall agree to be necessary for carrying out the Community Development Programme.

(c) Any right, privilege, power, or duty conferred by this agreement upon either the Director or Representative may be delegated by either of them, provided that each such delegation be satisfactory to the other. Such delegation shall not limit the right of the Director and the Representative to refer any matter directly to each other for discussion and decision.

(d) The form and coverage of the quarterly report of operations and progress provided for in paragraph 3 of Article V of the Programme Agreement shall be determined subsequently by the Central Committee in consultation with the Director.

(e) All equipment, materials, and supplies acquired for and allotted to this programme shall be used only in furtherance of the programme.

5. **Financing the Programme.**—(a) The total estimated joint cost of the Community Development Programme is $ 8,671,000 and Rs. 343,834,000. In order to finance the programme the Government of the United States of America will make available to Fund A $ 8,671,000 and the Government of India agrees to contribute Rs. 343,834,000 from Fund B or other sources. It is agreed that the rupees deposited in fund B for the prosecution of further projects of economic development under Operational Agreement No. 1 and 2, estimated at Rs. 47,740,000 will form part of the rupees contributed by the Government of India to the financing of this programme. The funds so made available shall be allocated and spent in accordance with an agreed budget estimated as follows :—

	Dollar Expenditure	Rupee Expenditure
I. *Equipment, Construction and Supplies* for basic project villages	4,042,000	237,875,000
(*a*) *Irrigation canals, surface wells* and tanks, including earth-moving equipment . .	2,310,000	100,375,000
(*b*) *Drinking water supply*	—	22,00,000
(*c*) *Drainage*	...	5,500,000
(*d*) *Roads*, including earth-moving equipment	1,386,000	56,650,000
(*e*) *Education*	—	38,500,000
(*f*) *Reclamation of cultivable waste land* including earth-moving equipment	346,000	14,850,000
2. *Rural arts, crafts and industries* . . .	289,000	23,375,000
3. *Animal husbandry*	..	1,430,000

	Dollar Expenditure	Rupee Expenditure
4. *Indian Personnel* 125 per project, of which 22 are supervisory personnel and 103 are field workers in agriculture, education, health, and other Community Development activities	...	1,570,000
5. *Equipment for personnel*	1,870,000	1,833,000
(*a*) Transport 495 jeeps, 9 per project	1,485,000	..
(*b*) Demonstration equipment and supplies for 5,500 Indian personnel. Tools, implements, Leeds, books, health supplies etc. Total needed is about 140 per worker of which half is available now in India		
6. *Equipment construction and supplies for basic project centres '1 per development block*)	1,273,000	20,323,000
(*a*) Housing for project staff	..	11,000,000
(*b*) Dispensaries and health units	173,000	4,125,000
(*c*) Agricultural extension service sub-headquarters	–	1,568,000
(*d*) Farm implement and equipment centres	1,100,000	825,000
(*e*) Marketing centres and storage godowns	–	2,475,000
(*f*) Community Centre	–	330,000
7. Additional equipment and supplies for composite projects (see provision below)	1,128,000	22,230,000
8. Contingencies	69,000	5,198,000
9. *U.S.* Technical Personnel : salaries, travel to India, and other administrative costs	(To be provided form sources other than fund A)	
10. *Fertilizer* : For distribution or sale to formers to increase food and agricultural production	(To be allocated from Fertilizer import Project Operational Agreement No. 1)	
11. *Steel* : For village blacksmith shop for production of farm tools and implements	(To be allocated from steel import Project-Operational Agreement No. 2)	
12. *Tubewells:* Approximately 750 (or 150 per project in 5 projects)	(To be allocated from ground Water Irrigation Project-Operational Agreement No, 6)	
TOTAL	*8,671,000*	*343,834,000*

The expenditure listed under item 7 above cover the additional activities contemplated in the 6 composite projects. It is intended to develop 4 mandi centres and 1 township unit in each of these 6 projects instead of 3 mandi centres as in the basic projects. The dollar expenditures budgeted for the 6 composite projects will be incurred for such things as the development of small and medium scale industries, thermal-electric plants and transmission equipments, educational equipment and other similar activities necessary for rural township development. The rupee expenditures will be made for indigeneous materials and labour in connection with the same activities.

While the estimates given above will be generally adhered to, for achieving maximum results it may be necessary to vary the allocations as between different projects, as well as among the various activities contemplated in the programme. Where major variations are found necessary, the approval of the Central Committee will be obtained by the Administrator.

It is hereby agreed between the Representative and the Director that the amounts necessary for payments to be made outside of India in United States dollars for the procurements of supplies, equipments, services, and other programme materials and their transportation to India (exclusive of allotments from other operational agreements) will be $8,671,000 and it is agreed that such sum shall be withheld in the United States of America from the deposits to be made by the Government of the United States of America to the credit of Fund A and shall be used by the Technical Co-operation Administration for making such payments. Such sums so withheld shall be regarded as having been deposited in Fund A.

The sum so withheld will be expended under a procedure whereby the Technical Co-operation Administration in Washington, pursuant to request and authorisation by the Representative and the Director, will arrange for an irrevocable line of credit with a bank in the United States of America designated by the Representative and the Director under which letters of credit will be issued to potential suppliers on behalf of the Representative and the Director or their designated procurement agency or agencies. The Technical Co-operation Administration in Washington will, as part of the procedure, reimburse the bank for payments duly made pursuant to such letters of credit from the funds agreed upon herein to bee withheld in the United States of America.

(b) The dollar funds provided under this Agreement for financing the Programme will be treated as a loan to the States to the extent deemed

feasible and advisable by the Government of India, estimated at about 55 per cent of the total dollar funds, to be rapid upon such terms and conditions as may pe determined. The proceeds of such repayments will be deposited into Fund B for the prosecution of further projects of economic development mutually agreeable to the two Governments as provided in Programme Agreement.

(c) The Government of the United States of America will make available, within the limits of available appropriations, from sources other than Fund A the funds necessary to pay the salaries and other expenses of the technicians employed by the United States Government for the purpose of providing technical assistance in the Community Development Programme.

6. **Technical Assistance.**—The Technical Co-operation Administration for India will provide technical assistance to the Community Development Programme as follows :—

(a) At the Central level, the services of the Director will be available to the Central Committee as provided in the Programme Agreement (paragraph 3 of Article IV). The Director will be assisted by a Deputy Director for Community Development who will co-ordinate and expedite all technical assistance to the Community Development Programme. The Technical Co-operation Adminstration will also have specialists in Agriculture, Education, Health and other fields of Community Development. The Dy. Director and the specialists will serve as advisers and consultants to the Community Projects Administration and the Ministeries concerned of the Government of India.

(b) At the State level, T.C.A. specialists will be made available as advisers and consultants to the extent required. In particular it is intended that the services of experts in each of the fields of Agricultural Extension, Vocational Training, Agricultural Engineering, and Extension Methods and Materials will be made available to individual States or groups of States. In addition, specialists in other fields of the Community Development Programme, such as, Health, Education, irrigation and Small Scale Industries will be made available as required

7. **Supporting Projects.**—The Community Development Programme is related to and supported in part by most of the other projects under the Indo-American Technical Co-operation Programme.

The fertilizer required by the Community Development Programme will be acquired and distributed pursuant to Operational Agreement No. 1, dated May 1, 1952. The iron and steel needed farm implements and tools will be acquired and distributed pursuant to Operational Agreement No. 2, dated May 29, 1952.

The tubewells to be constructed in Community Projects areas will be allocated from the project for ground water irrigation pursuant to the Operational Agreement No. 6, dated May 31, 1952.

Information and services with respect to soils and fertilizer application will be made available to the programme from the project for determination of soil fertility and fertilizer use pursuant to the Operational Agreement No. 4, dated May 31, 1952. Similarly, assistance in malaria control in the community project areas will be forthcoming from the project for malaria control planned under the Technical Co-operation Programme between the two Governments.

The training of village level workers and project supervisors for the Community Development Programme will be carried out under the village workers training programme planned by the two governments and the Ford Foundation of America.

The necessary allocations of equipment, construction, supplies, information and other support from such projects shall be determined by particular Ministry supervising the project and the Administrator. Such Ministry supervising the project shall be responsible for all necessary arrangements for the proper and effective allocation of such support to the Community Development programme.

1. **Evaluation of Projects**—A continuing and systematic evaluation of the progress of the Community Development Programme is expected to be undertaken by the Planning Commission in close co-operation with the Ford Foundation and the Technical Cooperation Administration.

The work on the Community Development Projects provided for in this agreement will commence immediately with a view to completion within three years.

In witness whereof the undersigned, being duly authorised thereto by their respective Governments, have signed the present agreement.

Done at New Delhi, in duplicate, this the thiry-first day of May 1952

For the Government of India :

P. C. BHATTACHARYYA,
Joint Secy., Ministry of Finance

For the Government of the United States of America :

CLIFFORD H. WILLSON,
Director of Technical Co-operation for India.

SUMMARY OF OPERATION AGREEMENTS OTHER THAN COMMUNITY PROJECTS UNDER INDO-U.S.A. TECHNICAL COOPERATION PROGRAMME

1. Project for Ground Water Irrigation :

This project envisages the construction of 2,000 tubewells in the four States of Uttar Pradesh, Punjab, Bihar, and Pepsu. Approximately 750 tubewells will be allocated, in so far as it is feasible, to Community Project areas in these four States.

2. Import of Fertilizer :

This project provides for the supply of 108,000 tons of fertilizer of which 88,000 tons are ammonium-sulphate and the remaining 20,000 tons other fertilizer. The utilisation of this quantity of fertilizer is expected to increase the country's food output by 200,000 tons. The purpose of this project, besides bringing about an immediate increase in agricultural production, is also to conduct experiments in the storage and transport of fertilizer under different meteorological conditions.

3. Project for Determination of Soil Fertility and Fertilizer Use :

This project intends to provide effective technical assistance and equipment for determining the fertility status of Indian soils, evaluating the performances of various fertilizers on Indian soils and the development of a soil testing service. It is stated that there are about 20 major soil regions in India which for practical reasons will be divided into six zones. A soil survey unit is to be formed at each of these zones to carry out soil surveys by examination of water profiles and analysis of soil samples.

4. Import of Steel for Agricultural Purposes :

55,000 tons of iron and steel will be imported to augment the stock now available from the Indian steel pool for manufacturing farm tools and implements. The great bulk of the imported supply, approximately 39,000 tons, will be allocated and sold to village black-smiths and farmers for manufacturing simple implements. The remaining 16,000 tons will be allocated to farm implement factories for the production of improved farm machinery for the ultimate use of farmers. This part

of the programme is aimed at stimulating the development of a farm implement industry in India.

5. Development of Marine Fisheries :

The purpose of this project is to bring about an increase in the quantity of marine fishery products. This, it is felt, is possible through improvement in the existing fishing crafts and methods, exploitation of new fishing grounds in off-shore waters, testing of different types of crafts and gear not used at present in Indian waters but likely to prove successful, training of Indian personnel in marine fishing methods and improvement in methods of preservation and transportation of fish.

Accordingly, 140 small diesel engines are to be provided for motorisation of crafts used in fisheries of the West Coast States of Madras, Travancore-Cochin, Bombay and Saurashtra. Under terms of the Agreement one dredger will be provided for clearing obstructed harbour entrances. This dredger will be the property of the Government of India and used by or loaned to State Governments.

For experimental and exploratory purposes 14 multi-purpose fishing boats, two pure-seiners, two tugs to act as "mother craft" for fishing boats and three Japanese Bull Trawlers are to be provided. The trawlers will have full Japanese crew for one year and this crew will train Indian personnel. The project also provides for the distribution of cold storage plants to the States of Saurashtra, Bombay, Madras, Orissa and West Bengal for preservation of "catch". Some insulated road-vans for transport of fresh fish will also be provided.

6. Project for Locust Control :

Under this Agreement the locust control programme of the Ministry of Food & Agriculture, Government of India, will be strengthened and augmented. The Agreement provides that three spraying planes with pilots and technical personnel will be made available to India during the months of July to October when the locust invasion is expected to be at its worst. These planes should be able to spray and dust approximately 72,000 acres. In addition, the Agreement calls for providing 75 light vehicles, 75 power sprayers and 8 wireless radio-sets for combined ground and air operations.

7. Village Workers Training Programme :

It is proposed to establish 25 additional training centres for village level workers so that sufficiently large number of trained workers are available for implementing the Community Development Programme. The Government of India with the assistance of the Ford Foundation have

already established 5 such training centres and 15 intensive development projects. It is hoped that approximately 1,800 trained workers should be turned out every six months. The workers will receive a six-month training course both in class-room and in field. Training will be in the general activities of the Community Development Programme rather in any specialised field.

8. Project for Malaria Control :

Malaria is recognised as the most important disease in India from the standpoint of sickness and death. In order to strengthen the efforts of the Malaria Institute of India to combat this disease, this project undertakes to supply 450 tons of 75 per cent. DDT and 50 tons of 25 per cent. DDT and 2 million resochin tablets The Programme will be under the general supervision of the Central Ministry of Health and co-ordinated with the work being presently conducted in India by WHO and UNICEF.

9. Project for Development of Forest Research and Desert Afforestation :

This project proposes to provide (a) additional and improved types of equipment to augment the present facilities for timber mechanics and other research on forest products at the Forest Research Institute, Dehra Dun, and (b) equipment necessary to expand the Desert Afforestation Research Station at Jodhpur for controlling the spread of Rajputana desert through afforestation and other means.

10. Project for River Valley Development :

Certain items of construction plant and equipment which are urgently needed to expedite the completion of the Hirakud, Kakarpara, Mahi and Ghatprabha irrigation and power projects will be provided under this Agreement.

EPILOGUE

After two wars each of which engaged the world virtually as a whole, and with the next one threatening round the corner, the Community Project in India as an attempt to bring about a silent revolution in a sixth of the world population haunted with the ghosts of two thousand years, will no doubt read and sound more than a little presumptuous. But traditionally India was a land of the villages and the villages of individuals, each one living his or her own life, in his or her own way within the life of the community. The tradition of the (*Tabbar*) (family) encompassing within it the life of the community as a whole, was the essence of life that was once India. Against the pages of history yet to unroll, the years behind are only a sultry night's dream. The *Tabbar* can yet be revised, and revived to stand and endure in the mid-twentieth century. Nowhere in the history, and at no time was such an opportunity offered to a generation—an opportunity of masterly leadership, of untapped resources aching to wake into motion, of the avalanche of people's pent up emotions seeking a dynamic outlet, of the world forces driving for a spot decision. If the Community Project can pilot the pilgrims aboard to its destination it is not for India alone but for the world, that a new key might be discovered for a song on the *Open Road*, for a throne for the *Born Sovereign*. Community Project cannot fail, for it has the faith of the unborn generations in its custody. It has more than India's destiny at stake.

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